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ABSTRACT

This document examines what has happened to career education since the 1981 repeal of the Career Education Incentive Act and where it appears to be going in the future. In his monograph "Trends in Career Education: Implications for the Future," Kenneth B. Hoyt examines past, present, and future trends in the field from the perspective of seven components of career education. These components are as follows: promoting and implementing partnerships between the private sector and public education system; equipping persons with general employability, adaptability, and promotability skills; helping persons in career awareness, exploration, and decision-making activities; reforming education by infusing a careers emphasis in classrooms; making work a meaningful part of a total life-style; relating education and work so that better choices of both can be made; and reducing bias and stereotyping, thereby protecting freedom of career choice. Karen R. Shylo's monograph, "Effective Leadership Strategies for a Successful Career Development Program: A Case Study," examines the way in which Ohio implemented its career development program in the 1980s by following a nine-step implementation strategy that was designed to maintain career education as a viable program. The program is examined in terms of the following implementation strategies: develop a rationale for the program, get support from the top, design the program as part of a larger human resource system, target the managers, bolster the basics, make sure the power to head the program is at hand, develop a variety of delivery systems, support the program with organizational policy, and evaluate the program and promote its outcomes. (SK)

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Information Series No. 323

CAREER EDUCATION IN TRANSITION: TRENDS AND IMPLICATIONS FOR THE FUTURE

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U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

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FOREWORD

The Educational Resources Information Center Clearinghouse on Adult, Career, and Vocational Education (ERIC/ACVE) is 1 of 16 clearinghouses in a nationwide information system that is funded by the Office of Educational Research and Improvement of the U.S. Department of Education. This paper was developed to fulfill one of the functions of the clearinghouse—to interpret the literature in the ERIC database. It should be of interest to all concerned with career education—counselors, teachers, administrators, and policymakers.

The profession is indebted to Karen R. Shylo and Kenneth B. Hoyt for their scholarship in the preparation of this paper. Dr. Shylo was formerly the director of the Ohio Department of Education's Career Development Service, where she implemented the statewide career development program described in this paper. Now a consultant in private practice, she designs and delivers management training to financial institutions and conducts career counseling activities. She also collaborated with the U.S. Departments of Defense and Labor in the development of an occupational matrix code that cross-references military occupations with their civilian counterparts.

From 1974 to 1982, Dr. Hoyt was the director of the Office of Career Education, U.S. Department of Health, Education, and Welfare. In nearly 40 years of service as a teacher and administrator, he has written numerous publications championing the cause of career education. His many professional activities include service on the editorial and advisory boards of professional journals and associations; he is the recipient of a number of national leadership and distinguished service awards.

Recognition is also due to Norman C. Gysbers, Professor of Education and Counseling Psychology, University of Missouri-Columbia; Richard A. Ungerer, President, National Institute for Work and Learning; and to Richard J. Miguel, Associate Director, Applied Research and Development, and Louise Vetter, Senior Research Specialist, the National Center for Research in Vocational Education, for their critical review of the manuscript prior to publication. Wesley Budke and Susan Imel coordinated the publication's development, with editorial assistance from Sandra Kerka. Clarine Cotton and Brenda Mellett typed the manuscript; Janet Ray served as word processor operator. Editorial review was performed by Elizabeth Martin.

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Executive Director
The National Center for Research
in Vocational Education

EXECUTIVE SUMMARY

Career education as a "movement" mushroomed through the decade of the 1970s. As a federal program, career education received impetus through the appointment of Sidney P. Marland, Jr., as Commissioner of Education in 1970, through the establishment of the Office of Career Education in 1974, and through the passage of the Career Education Incentive Act in 1979. At the end of the decade, the majority of the states were participating in implementing the act by providing leadership, monitoring, and technical assistance to local school districts for career education activities.

Then, in 1981, the Career Education Incentive Act was repealed. What has happened since then? Where is career education going? This publication examines trends in the field through a discussion of seven components of career education, examining each in terms of the past, the present, and the future. Then, five major issues are raised, the resolution of which may determine the future of career education. The final chapter presents a case study describing how the state of Ohio implemented its career development program in the 1980s, following a nine-step implementation strategy designed to maintain career education as a viable program.

The first of the seven components is promoting and implementing partnerships between the private sector and education. Whether the term partnerships or collaboration is used, this concept has been part of career education from the beginning. Currently, partnerships are being promoted to achieve a wide variety of educational goals with the support of the broader community. In light of this trend, career education partnership efforts must focus on the goals of true partnerships and the potential of this concept as an appropriate vehicle for educational reform.

The second component is equipping persons with general employability/adaptability/promotability skills. Helping people succeed in a rapidly changing society has been and continues to be an important outcome of successful career education efforts. This topic has gained increasing popularity with the recognition that people will change occupations frequently to keep pace with the changing workplace. The career education movement must continue to emphasize that general employability skills are complementary to specific vocational skills for all students.

The third component is helping persons in career awareness/exploration/decision making. Career awareness, exploration, planning, and decision making are all important parts of the career development process. The career development needs of youth and adults can most effectively be met by expanding the efforts of career counselors as part of a community-wide career education effort.

The fourth component, infusion of a "careers" emphasis in classrooms, was carefully developed and implemented during the 1970s. Defined as showing how subject matter relates to knowledge and skills needed in various occupations, infusion has received less emphasis in educational reform movements of the 1980s. However, infusion activities that use the resources of private sector "partners" and increasing collaboration between career counselors and classroom teachers point to the survival of the concept as part of a process-oriented approach to reform.

The fifth component is making work a meaningful part of a total life-style. Although this concept has received little support from career education practitioners, the human need for work as one means of gaining self-worth and identity is not currently being met for many people anywhere in their total life-style. Career education efforts must help people meet the need through other life roles, such as family member, volunteer, or citizen.

The sixth component, relating education and work so that better choices of both can be made, has been addressed through the development of various career information systems and the increased computerization of these systems. The importance of relating education and work in an information-based society is also evident in current popular calls for educational reform. These kinds of efforts will increase in both quality and quantity in the future; however, career education must stress that this is only one among several basic goals of education.

The final component is reducing bias and stereotyping to protect freedom of career choice. From the beginning, career education has included special efforts to reduce bias and stereotyping. Literature on their effects and ways to overcome them has continued to appear. Although reducing bias and stereotyping against persons with handicaps is currently a priority at the federal level, the bias-free career development of women and minorities appears to be receiving less emphasis than in the recent past.

The following are five major issues that may determine the future of career education:

1. To what extent will the focus be on employment as opposed to employability?

2. To what extent can career education be used to increase partnerships between the educational system and the broader community?

3. To what extent will career education be effective as an educational reform movement?

4. How can the 1970s deficiencies of career education (the need to increase family involvement, to implement career education at the postsecondary level, to increase emphasis on unpaid work, and to increase assistance to minorities) be corrected?

5. To what extent will state and local leadership for career education continue to exist?

In regard to the latter, the case study presented in this publication outlines a nine-step implementation strategy for planners and policymakers seeking to develop or strengthen statewide career education programs. The nine steps include the following:

1. Develop a rationale for the program.

2. Get support from the top.

3. Design the program as part of a larger human resource system.

4. Target the managers.

5. Bolster the basics.

6. Make sure you have the power to head the program.

7. Develop a variety of delivery systems.

8. Support the program with organizational policy.

9. Evaluate the program and promote the outcomes.

Information on various aspects of career education may be found in the ERIC system using the following descriptors: Career Choice, *Career Development, *Career Education, Career Exploration, Career Guidance, Educational Trends, *Education Work Relationship, Elementary Secondary Education, Employment Potential, Federal Programs, Integrated Curriculum, *Leadership, Occupational Information, Postsecondary Education, School Business Relationship, Sex Bias, Sex Stereotyping, State Programs. Asterisks indicate descriptors having particular relevance.

INTRODUCTION

People have talked about the antecedents of the career education movement in many ways. The term "career education" was first coined in the 1956 publication *Manpower and Education*, developed by the Educational Policies Commission of the National Education Association and the American Association of School Administrators. Although that publication pointed to its need, the career education movement really began when Dr. Sidney P. Marland, Jr., assumed the post of Commissioner of Education in the U.S. Office of Education (USOE) in 1970 and made career education the top priority of his tenure. It is clear that career education became a formal, identifiable movement with a speech Commissioner Marland made at the National Association of Secondary School Principals Convention on January 23, 1971. Thus, as a "movement," career education's first decade can be said to have been the decade of the 1970s.

The decade began with almost exclusive use of discretionary federal funds available under part D of the Vocational Education Amendments of 1968, which was concerned with the development of exemplary programs and projects in vocational education. The findings of career development theory, including how persons make occupational choices, the information they need, and the effects of work values and attitudes, were seen as important insights to be incorporated into vocational education. However, since career education was different from vocational education and was a combination of other USOE-sponsored thrusts in early 1971, there was neither specific legislative support nor a home in the USOE that was totally compatible with the emerging career education emphases.

Initially, the major responsibility for career education leadership fell to the Bureau of Adult, Vocational, and Technical Education. A major challenge to this unit was to provide the states with guidelines for using available discretionary funds in launching exemplary career education programs. Under the Bureau's leadership, each state was to establish its own demonstration, testing, and development site for a career education program. As monies from both parts C and D of the Vocational Education Amendments of 1968 were focused upon career education, the Bureau of Adult, Vocational, and Technical Education, particularly the Exemplary Programs and Projects Branch, continued to expand its developmental assistance to state education agencies (SEAs) and local education agencies (LEAs).

Although it would perhaps have been better to wait upon research and development data before launching a national network of exemplary and demonstration career education projects among the states, USOE staff felt that such a time lag was not advisable. By spring 1971, three national models—the school-based career education model, the employer-based career education model, and the home-based career education model—were planned, and initial contractors were selected and funded to develop and test these models. By July 30, 1971, a fourth national model, the residential-based career education model, was also planned and a contractor selected.

In addition to the major emphases upon program development and model design in career education during FY 1971, another significant occurrence was the conceptual development of 15 occupational clusters that synthesized the major categories of commonality among the 20,000 jobs listed in the *Dictionary of Occupational Titles*. The goal was to help persons become acquainted

with the nature of the occupational society in terms of the educational preparation needed to enter it. It was an attempt to help teachers and students better understand and appreciate the career implications of subject matter (Hoyt 1981a).

In FY 1972, other USOE units became quite active in career education. Higher education began to explore the meaning of career education for postsecondary institutions. The Bureau of Education for the Handicapped increasingly supported career education initiatives aimed at identifying the diversity of careers for which handicapped students can prepare and in which they can excel. Projects were also underway in elementary and secondary education and in programs funded by the Women's Educational Equity Act.

Development and training of personnel for career education under various vocational education authorities continued to improve vocational education's ability to respond as a key component of career education. In 1972, $6,875,000 was spent to train 7,000 participants including state staff, teacher educators, and local school teachers, administrators, and coordinators. In addition, deans and professors of education at 75 universities were provided inservice training in career education.

When the Education Amendments of 1972 were passed, Commissioner Marland was appointed to the post of Assistant Secretary, establishing high-level support for career education. The Education Amendments of 1972 also created within USOE a Bureau of Occupational and Adult Education (which incorporated the previous Bureau of Adult, Vocational, and Technical Education) with its own Deputy Commissioner and specific responsibility for numerous vocational, technical, occupational, and adult education programs. In particular, career education was identified as one of its responsibilities.

By FY 1974, career education had assumed a significant role in the federal structure through the newly created Office of Career Education. The role of the Office of Career Education was divided into two categories:

1. **Comprehensive Career Education Projects**—Those activities that, for all students in the educational levels served, seek to (1) develop and expand career awareness, (2) provide opportunities for exploration and/or skill attainment in careers of their choice, (3) provide career-oriented guidance and counseling, (4) provide career placement services, (5) improve cognitive and affective performance through restructuring the curriculum around a career development theme, and (6) provide training for educational personnel to enable them to meet the preceding objectives.

2. **Career Education Support System Projects**—Those activities that contain one or more of the following as their only objective(s): to (1) provide training for educational personnel to improve their capability to design, operate and/or evaluate one or more aspects of Comprehensive Career Education Projects; (2) design, develop, test, demonstrate, or disseminate career education curriculum materials; or (3) design, develop, test, demonstrate, or disseminate career education management materials (e.g., case studies, evaluative designs, and so on).

Thus, Comprehensive Career Education Projects are operational models serving students in various grade levels, whereas Career Education Support System Projects indirectly serve students through the development of materials and staff training. In relation to these categories, the Office of Career Education was assigned the tasks of administering assigned programs of grants and contracts as well as coordinating all career education programs within the U.S. Office of Education.

On April 12, 1974, Dr. Kenneth B. Hoyt was appointed Associate Commissioner for Career Education. With the passage of PL 93-380 (the Education Amendments of 1974) on August 21, 1974, the Commissioner of Education was for the first time authorized to expend funds (up to $15 million each fiscal year until June 10, 1978) in direct support of career education. This legislation also authorized the establishment of the Office of Career Education, to be headed by a director who was to report directly to the U.S. Commissioner of Education. In addition, the legislation authorized the appointment of a National Advisory Council for Career Education. In essence, this legislation represented the first congressional mandate for career education, making it a law of the land and clarifying the shape of its leadership.

Over half of the funds expended for career education from 1970 to 1978 were aimed at demonstrating the effectiveness of career education in comprehensive K-12 efforts. These beginning attempts placed importance on acquainting persons with the career development process, using a strong emphasis on the traditional values of a work-oriented society. Examples of such emphases found in *Career Education. What It Is and How to Do It* (Hoyt et al. 1972) include the following:

- At least some people must work if society is to survive.
- All work needed by society is honorable.
- Work that is enjoyed by some people is disliked by others.
- A career is built from a succession of jobs.

These concepts—and many more—were seen as part of a developmental continuum starting with career awareness and going through career exploration, career planning, and career preparation all the way to career entry and progression. The emphasis was clearly on teaching persons something about the nature of the world of work coupled with an emphasis on both the traditional values of a work-oriented society and the basic elements in the career development process. One goal was to help persons develop more positive views of work in society and prepare themselves for active participation in the occupational society.

Another goal of the Office of Career Education was to depict career education as a community collaborative effort and not as something the educational system seeks to accomplish by itself. To establish working relationships with the private sector, a series of miniconferences were held with national organizations, 7 national corporations, 13 national community organizations, and organized labor. These miniconferences resulted in several monographs on collaborative efforts for career education. (A list of some of these monographs appears in the next chapter.)

From 1974 to 1982 there was clear evidence of interest and participation in career education by many national organizations. For example, 19 major educational associations issued voluntary statements supporting career education. Career education was also endorsed by five national associations serving postsecondary education.

In 1978, the Congress enacted Public Law 95-207, known as the Career Education Incentive Act, with almost unanimous votes in both the House of Representatives and the Senate. This act was scheduled to operate from 1979 through 1983. The Congress intended that the implementation of career education at the K-12 level should be primarily a state and local school district responsibility with federal funds being available only for purposes of getting that effort started. By 1983, comprehensive demonstrations of career education at the postsecondary level would provide Congress with a firm basis for determining whether to fund further career education legislation

aimed at implementing career education at the postsecondary level. Since the appropriations ran far less than the authorized amounts, there were some doubts as to whether the implementation efforts envisioned by the Congress would be achieved by the end of 1983 when the legislation was due to expire.

In an article entitled "Something Happened: Education in the Seventies," Brodinsky (1979) reviewed 10 major events affecting American education during this decade. After noting that the average life of an educational reform in the United States is about 3 years, he pictured career education as still "alive and doing well" after a full decade, calling it "the decade's moderate success story." A national survey of school board members and superintendents conducted by the National School Boards Association (Mecklenburger 1979) found career education to be the single new topic of the 1970s that both school board members and superintendents felt most deserving of increased attention in their school districts.

At the end of the decade, preliminary findings regarding the spread of career education were encouraging, and by the end of 1980, 47 of the 50 states, the District of Columbia, Puerto Rico, and the Trust Territories were voluntarily participating in implementing this legislation. All participating states had written a state plan that included specific objectives and criteria for assessing each objective during each of the 5 years the act was due to operate. As required by the law, each state appointed an individual "experienced in career education" to serve as state coordinator of career education. The state coordinator was to play a professional leadership/monitoring/ technical assistance role with local school districts throughout the state. These state coordinators of career education were to follow congressional intent in using PL 95-207 funds for state leadership activities and for making grants to local school districts.

In 1981, the Career Education Incentive Act was repealed by the U.S. Congress. When that happened, many feared that the future of the career education movement was in jeopardy. Career education has survived, however. During the 1980s, the career education movement has shown "amazing strength in its attempt to convert from a federal to a national effort" (Hoyt 1987b, p. 3).

This publication describes what has happened to the career education movement since 1981, and it also makes projections about its future. In the chapter that follows, Ken Hoyt discusses seven components of career education, examining each in terms of the past, the present, and the future. He concludes by raising five major issues that he believes, "depending on how each is resolved, will combine to dictate the future of career education."

To complement Hoyt's analysis, the concluding chapter presents a case study that describes how the state of Ohio implemented its career development program during the 1980s. Written by Karen Shylo, former State Career Education Coordinator in Ohio, it outlines the nine-step implementation strategy that was used to maintain career education as a viable program following repeal of the Career Education Incentive Act.

Together, these two chapters present an informative analysis of the current status of career education. Hoyt's discussion of the seven aspects of career education provides an analysis of current trends as well as an indication of future directions. Shylo's case study provides information for planners and policymakers who wish to develop or strengthen statewide career education programs.

TRENDS IN CAREER EDUCATION: IMPLICATIONS FOR THE FUTURE

Kenneth B. Hoyt
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Introduction

Some people believe that ending federal support for an educational program is tantamount to ending the program itself. Between 1968 and 1981, a total of 135 million federal dollars were expended in support of career education demonstration/implementation efforts (Hoyt 1981b). Specifically mandated federal dollar support for career education ended with repeal of PL 95-207 (the Career Education Incentive Act) in 1981. Had federal support been a requirement for continuance, the career education movement would have died at that point.

However, it did not. Informal assessments of the current "health" of career education nationwide have been conducted each year since 1982. Data for this effort consist of responses given by members of the National Career Education Leaders' Communication Network in any given year. Judgments of Network members, on a 5-point scale ranging from "stronger than ever" (scored as 5) to "little, if any, support remaining" (scored as 1), have remained remarkably stable between 1982 and 1986, with the means ranging between 3.56 and 3.63 (Hoyt 1987a). (The mean for 1986-87 Network members was 3.59.) Thus, in one sense, career education has been living its future for the past 5 years. As indicated by these ratings, it has shown no marked signs of weakening as a national movement.

Where will the career education movement go from here? Answers to this question can best be found through examination of several of career education's basic components. That is, if one looked only at the term "career education" itself, it would be obvious that the term is being used less and less frequently. Preference for replacement of this term with others is growing (Hoyt 1987a). However, to view the probable future of the career education movement only in the sense of continued use of the term "career education" would be both false and misleading.

The following are seven basic ways in which persons commonly define the goals of career education today:

- To promote and implement private sector/education system partnerships
- To equip persons with general employability/adaptability/promotability skills
- To help persons in career awareness/exploring/decision making
- To reform education by infusing a "careers" emphasis in classrooms
- To make work a meaningful part of the total life-style
- To relate education and work so that better choices of both can be made

- To reduce bias and stereotyping and thus protect freedom of career choice

All of these definitions are valid for use in delineating what is meant by career education.

The potential of the career education movement lies in systematic, coordinated implementation of all seven of these components. Implementation of any single component must be regarded as a necessary but not a sufficient effort. In spite of this, the last 5 years have seen the occurrence of exactly that: sizeable efforts aimed at each of these components of career education can be identified, but relatively few where all seven are brought together in a single systematic, coordinated, community-wide program.

In one sense, of course, it is valid to contend that, whenever and wherever any one of the seven components is being implemented, career education itself is taking place. A particular kind of effort does not necessarily have to be labeled "career education" in order for it to be described legitimately as career education. The term career education remains important primarily in terms of the continuing need to emphasize that the total concept includes all seven of these components. It is with this kind of perspective that the probable future of career education can best be viewed now. Thus, a separate section is devoted here to each of the seven components of career education. Following this, an attempt will be made to provide a broader perspective on the total career education movement.

Promoting and Implementing Private Sector/Education System Partnerships

Career Education Background

From the beginning, career education has been defined in partnership terms. This can be seen from the definition of career education found in the first book published on this subject: "Career education is the total effort of public education *and the community*" (emphasis added) (Hoyt et al. 1972). In 1973, the Chamber of Commerce of the United States hosted a conference entitled "Career Education and the Businessman." The content of that conference was oriented almost entirely around the concept of implementing career education as a joint effort of the schools and the business/industry community. By 1976, three major corporations, including General Motors, AT&T, and General Electric, had endorsed career education and mounted joint efforts with the schools to implement it.

Apparently, the first time "partners" was used to describe joint business/education efforts was in a U.S. Office of Education demonstration grant awarded in 1975 to Dr. Elvis Arterbury, Region X Service Center, Richardson, Texas, for his "Partners in Career Education" project. The words "partners" and "partnerships" found almost instant acceptance. Soon, all kinds of projects were using the terms.

Instead of "partnerships," the Office of Career Education used "collaboration" to define the kinds of working relationships being sought between the educational system and the broader community and to emphasize the joint authority, joint responsibility, and joint accountability between the community element(s) involved and the educational system. The goal was to depict the problem of youth career development as a community problem, not simply a problem of the educational system that the community is asked to help solve. The term "partnerships" fit neatly into this concept, that is, true partners share risks, benefits, accountability, expertise, and resources with each other so that both can gain more than either could working alone.

A wide variety of USOE publications resulted from efforts to promote partnerships between the education system and the broader community. Included among these were the following:

- *Career Education and the Business-Labor-Industry Community* (Hoyt 1976a)
- *Community Resources for Career Education* (Hoyt 1976c)
- *American Legion/American Legion Auxiliary and Career Education* (Hoyt 1978a)
- *Chambers of Commerce and Career Education* (Hoyt 1978b)
- *The Concept of Collaboration in Career Education* (Hoyt 1978c)
- *Exploring Division Boy Scouts of America, Girl Scouts of the U.S.A., and Career Education* (Hoyt 1978d)
- *Junior Achievement, Inc., and Career Education* (Hoyt 1978e)
- *National Alliance of Business and Career Education* (Hoyt 1978f)
- *The National Federation of Business and Professional Women's Clubs and Career Education* (Hoyt 1978g)
- *Refining the Concept of Collaboration in Career Education* (Hoyt 1978h)
- *Rotary International and Career Education* (Hoyt 1978i)
- *Women's American ORT and Career Education* (Hoyt 1978j)
- *Career Education and Organized Labor* (Hoyt, Bommarito, and Schulman 1979)
- *Community Involvement in the Implementation of Career Education* (Hoyt 1979a)
- *It's Working: Collaboration in Career Education* (1979)
- *Parents and Career Education: Descriptions of Current Practice* (Hoyt 1979b)
- *The Association of Junior Leagues and Career Education* (Hoyt 1980a)

In addition, the Experience-Based Career Education (EBCE) effort was built around a partnership concept. EBCE was in wide use in several parts of the nation with some documented reports of effectiveness (Bridgeford and Owens 1979; Bucknam 1976).

The Current National Scene

"Partnerships" is currently being widely used to describe various ways in which educational systems are relating with one or more segments of the broader community. As a result, the need to clarify the meaning of the term and the goals of true partnerships continues to grow. The presence of possible confusion and misunderstanding is clearly seen in a statement on partnerships sent to chief state school officers from the U.S. Department of Education (USDE) in November 1984. The table enclosed with that memo (designed to report results of a national survey conducted by the

USDE) showed a total of 46,338 existing partnerships in education. This appears to be a highly inflated figure. Perhaps part of the problem can be seen by noting that, in this survey, a partnership program was defined as follows:

> A cooperative endeavor between a school district and a corporation, business, civic organization, college or university, foundation, government agency or other entity where a formal arrangement is made to share resources (including human, material, or financial) with the ultimate objective of promoting the interests of the school. (U.S. Department of Education 1984, p. 1)

This definition includes, in addition to "collaborative" partnerships, activities in which the non-education partner can be viewed as a benefactor, a helper, an advisor, a teacher, or a protector. In any event, the definition makes clear that the school is the primary beneficiary of the partnership, no matter what its form.

Contrast this definition with the views of Donald M. Clark, president of the National Association for Industry-Education Cooperation (NAIEC), who outlined the goals of industry-education "partnership" efforts as follows:

> School improvement WHICH FURTHERS school-to-work transition WHICH FURTHERS human resource development WHICH FURTHERS economic development. (Clark 1987a, p. 24)

Clark's definition makes it clear that partnerships are long-range, not short-range efforts, and are centered around education/work relationships leading to increased productivity both for education and for the business/industry community, and purposefully related to school improvement, to what is commonly known today as educational reform. This same emphasis can be seen in a recent National School Boards Association publication (Turner 1986), which described partnerships as "coalitions for improving the quality of education and the work force" (p. 1). It can also be seen in the slogan adopted by the Kansas Foundation for Partnerships in Education (1987): "Promoting Economic Development through Educational Excellence."

At the present time, the term "partnerships" is not limited to the kind of restricted definition proposed by Clark. *ProEducation* is a magazine devoted entirely to partnerships. A recent issue (December 1986) found the following kinds of partnerships discussed:

- Industry-sponsored scholarships for gifted high school graduates
- Industry surveys of teacher opinion about educational reform
- Industry support for a high tech curriculum in a university
- Service-learning as valuable unpaid work experience for youth
- Industry volunteers repainting a school on weekends
- Industry advisors for technical curricula in magnet schools
- Industry-sponsored Public Broadcasting Service programs aimed at youth

Still other examples can be found in this same issue. It is obvious that, to the editors of *ProEducation* magazine, "partnerships" is considerably broader in meaning than the way it has been used

in career education efforts. In view of the fact that *ProEducation* is distributed free to every secondary school in the nation, this is significant.

An increasingly popular kind of activity being referred to by many as a partnership effort can be seen in the Boston Compact (Caradonio and Spring 1983). This activity consists of a written agreement between the school system and the business community in which the business community agrees to hire high school graduates in permanent jobs provided that the schools prepare students through a program of career education, job readiness, and employability skills. Recently, the National Alliance of Business announced a program to establish variations of the Boston Compact concept in seven cities as demonstration projects (Rothman 1987).

The literature on partnerships during the 1980s has, for the most part, been written from a career education perspective with the primary partners being K-12 school districts and local business/industry firms (Keller 1980; Massachusetts Department of Education 1983; National School Public Relations Association 1980; Parker 1981; "When Schools Knock on Business's Door" 1984). Other kinds of activities currently included by some under the general rubric of partnerships include such efforts to relate education and work as (1) career intern programs, (2) work experience programs, (3) cooperative education programs, (4) vocational education advisory councils, (5) economic education programs, and (6) service-learning programs. It is not clear whether being lumped together as "partnership programs" has helped or hurt these well-established efforts.

The Future of Career Education as Partnerships

The current partnership effort operates as a two-edged sword for the career education movement. Certainly, it helps keep the need for working relationships between the educational system and the broader community a strong priority for local, state, and national efforts. On the other hand, the meaning of partnerships has become so diluted that we run the risk of losing sight of why career education called for partnerships in the first place.

Reasons for some optimism can be found by examining some of the current career education-oriented types of partnership efforts now operating effectively. Examples include those of the Michigan Partnerships for Education Task Force (Michigan Department of Education 1986), New York City Partnership, Inc. (1983), the Private Initiative Public Education (PIPE) project (Shelton 1986), and the Corporate Partners program of the District of Columbia Public Schools (McKenzie 1985). Strong career education partnership efforts are also operating at the present time in such states as South Carolina and Florida.

Worries crop up in several places. First, no one seems to be in charge of defining the term "partnerships." If it continues to mean whatever any person or organization says it means, it will soon lose its popularity. Because career education depends heavily on promoting and implementing the partnership concept, this would be disastrous. A second crucial worry concerns the extent to which some kind of industry-education council is operating as a part of a given community partnership program. The concept of the industry-education council originated with formation of the California Industry-Education Council and the Arizona Business-Industry Education Council in the early 1960s. For the last 20 years, this concept has been kept alive and growing primarily through the efforts of NAIEC (Clark 1987b). This is the same basic concept as that promoted by USOE's Office of Career Education during the 1970s as "Community Career Education Action Councils." By whatever name, the concept involves true collaboration between the business/industry community and the educational system coupled with a dedication to educational reform that leads, in the long run, to greater successes for both former students of the educational system and for the employers with whom these former students develop their careers.

A third problem is that, although both the career education movement and some influential national organizations such as NAIEC have from the beginning viewed partnerships as a vehicle for attaining needed educational reform, the partnership concept is not a prevalent part of any of the current nationally popular educational reform efforts. The closest that can be found is Boyer's (1983) emphasis on service-learning, and even this is not phrased in the language of partnerships. With both "partnerships" and "educational reform" being highly popular terms during the 1980s, there is an obvious need to link them better. If they can be effectively and appropriately linked in the perceptions of both educators and private sector persons, it seems highly likely that the career education concept will grow and expand. If they continue to operate almost as separate entities, this seems unlikely to occur.

Closely related to this is the fact that career education advocates must today face reality in terms of directions the partnership movement is taking. Once the business/industry community became initially involved in career education-type partnerships, many members of that community began to see still other ways in which, as partners, they could contribute directly to school improvement. With the long-range goal of economic development through human development created by educational reform leading to excellence in education, it was inevitable that creative, concerned members of the business/industry community should see and implement partnerships extending beyond the relatively narrow borders of career education. A recent example of this trend is *The Doable Dozen* (Shelton 1987). In this book, literally hundreds of specific partnership examples are included under a dozen major topical headings. The 12 headings, illustrative of the breadth of today's partnership efforts, are the following:

1. Applied business expertise
2. Career awareness
3. Increasing company employees' understanding of the schools
4. Curriculum enhancement
5. Donated equipment/fund raising/scholarships
6. Economic education assistance
7. Job opportunities
8. Motivation/morale building
9. Parent involvement
10. Professional development for teachers/staff
11. Reciprocal services from schools
12. Special student populations

In short, this list illustrates that career education is only one of several aspects of educational reform that are currently taking place under the umbrella term partnerships. There is no reason to feel apologetic about this. On the contrary, career educators, as persons committed to involvement of the private sector in educational reform efforts, have reason to be pleased about this expansion of private sector effort.

There is one potential danger to be recognized—that private sector persons may fail to distinguish true "partnership" efforts from other kinds of efforts they exert on behalf of educational reform. True *partnerships*—involving shared authority, shared responsibility, and shared accountability—are considerably different from private sector contributions toward solving what continues to be regarded as "the educational system's problem." Obviously, nonpartnership efforts, though often carrying a relatively large dollar cost, relieve private sector persons from the kind of human effort costs associated with true partnership efforts. Unless conscious efforts continue to be made to emphasize the value and the necessity of true partnerships, there may well be a natural tendency for many private sector persons/firms to take the easy way out.

Career education is thus faced with two major challenges. The first is a challenge to help educators recognize and act on the potential of using the partnership concept as an appropriate vehicle for educational reform. The second is to help the private sector recognize the basic differences between partnership approaches to reform and other beneficial contributions made by the private sector to school improvement. Although in no way discouraging the latter, it is crucial that the necessity for true partnerships also be included in private sector efforts.

Equipping Persons with General Employability/Adaptability/Promotability Skills

Career Education Background

The first USOE official policy paper on career education identified a set of nine general employability skills as outcomes of effective career education efforts (Hoyt 1974). In 1977, these were revised, specified as general employability skills, and used as one of several ways of differentiating career education from vocational education (Hoyt 1977a). By 1981, the following 10 general employability/adaptability/promotability skills had been formulated as operating policy for the U.S. Department of Education's Division of Career Education:

1. The basic academic skills of mathematics and of oral/written communication
2. Skills in using and practicing good work habits
3. Skills in developing and employing a personally meaningful set of work values that motivate the individual to want to work
4. Skills in gaining a basic understanding of and an appreciation for the American system of private enterprise—including organized labor as part of that system
5. Skills in self-understanding and understanding of available educational/occupational opportunities
6. Career decision-making skills
7. Job-seeking/finding/getting/holding skills
8. Skills in making productive use of leisure time through unpaid work—including volunteerism and work performed within the home/family structure
9. Skills in overcoming bias and stereotyping as they act to deter full freedom of career choice for all persons

10. Skills in humanizing the workplace for oneself (Hoyt and High 1982, pp. 234-238).

A meta-analysis of the research literature revealed that by 1982 strong evidence existed to indicate that career education could provide persons with skills 4, 5, and 9; promising evidence existed with respect to career education's ability to equip persons with skills 1, 3, 6, and 7; but evidence was still largely lacking with respect to its ability to equip persons with skills 2, 8, or 10 (Hoyt and High 1982). In terms of expected learner outcomes, career education has, for the last 15 years, asked that evaluations be based on success in equipping persons with these kinds of general employability/adaptability/promotability skills that help people succeed in a rapidly changing occupational society. This goal has been an essential part of the bedrock of the career education movement.

The Current National Scene

"Helping persons acquire general employability skills" was ranked second in importance as a means of defining career education by 1985-86 members of the National Career Education Leaders' Communication Network (Hoyt 1987a). There is no doubt that career education specialists are deeply committed to providing such skills to those they serve. The topic of "general employability skills" has become a popular one for professional publications in education during the 1980s (Miguel et al. 1985; Texas Tech University 1984; Westbrook, Rogers, and Abernathy 1980; Wichess 1984).

Wide variation exists with respect to what career education experts mean by the term "general employability skills." For example, under the heading of "Career and Life Planning Skills," the Florida Department of Education (1983) listed the following:

- Creating a personal definition of work
- Assessing your career values, interests, and skills
- Placing yourself in a job
- How to write a resume that works
- Setting goals and making decisions
- Managing time in your job campaign
- How to interview with confidence
- How to talk with employers
- Getting the most from your leisure

Breen and Whitaker (1982) specified and defined the following general employability skills as "liberal arts skills":

- Information management skills
- Valuing skills
- Communication skills

- Research and investigation skills
- Critical thinking skills
- Design and planning skills
- Management and administration skills
- Human relations and interpersonal skills
- Personal/career development skills

Under the title "Technological Literacy Skills Everybody Should Learn," the Northwest Regional Educational Laboratory (1984) listed the following as "attitudes or generic skills" needed for successful employment in a technological society:

- Accuracy and precision
- Anticipating needs
- Creativity and imagination
- Critical thinking/problem solving
- Ethical standards/confidentiality
- Lifelong learning/retraining
- Synthesis of information
- Systems thinking
- Troubleshooting

In a statewide employability survey, the Colorado Department of Education (Hulsart and Bauman 1983) selected and collected employer data on the following employability skills:

- Reading
- Mathematics
- Computers
- Writing
- Communication
- Interpersonal
- Manual/perceptual
- Problem solving/reasoning

- Job retention/career development

The North Carolina State Department of Public Instruction (1983) has developed an extensive set of instructional procedures for use in providing vocational education students with what they call "competency-based employability skills" under the following major area headings:

- Self-awareness and appraisal
- Career decision making
- Preparation for employment
- Workers' rights and responsibilities
- Success in the job market

Although these lists differ in titles and emphasis, it is clear that the authors advocate providing persons with skills that can be used to change with change, as opposed to specific vocational skills required for initial entry into many occupations. With most of these lists, it is also clear that the authors are speaking of the need for all persons to acquire such skills.

Since passage of the Education for all Handicapped Children Act (PL 94-142) in 1975, a great deal of attention has been devoted to providing persons who have disabilities with the kinds of general employability skills they will need to participate effectively in the occupational society (Keim, Rak, and Fell 1982; Michigan State Board of Education 1984; Wehman and Pentecost 1983). In providing career education for persons with disabilities, experts have emphasized the importance of adding daily living skills to traditional lists of general employability skills. A good example can be seen in the Life-Centered Career Education Model (Kokaska and Brolin 1985) in which the following are listed as competencies to be provided such persons:

- Daily Living Skills

  —Managing family finances
  —Selecting/managing/maintaining a home
  —Caring for personal needs
  —Raising children and family living
  —Buying and preparing food
  —Buying and caring for clothing
  —Engaging in civic activities
  —Utilizing recreation and leisure
  —Getting around the community

- Personal-Social Skills

  —Achieving self-awareness
  —Acquiring self-confidence
  —Achieving socially responsive behavior
  —Maintaining good interpersonal relationships
  —Achieving independence
  —Achieving problem-solving skills
  —Communicating adequately with others

- Occupational Skills

  —Knowing and exploring occupational possibilities
  —Selecting and planning occupational choices
  —Exhibiting appropriate work habits and behaviors
  —Exhibiting physical and mental skills
  —Obtaining a specific occupational skill
  —Seeking, securing, and maintaining employment

A current top priority in the U.S. Department of Education is assisting persons with handicaps in the school-to-work transition. This is simply another way of saying "career education with an emphasis on general employability skills."

The Future for Career Education as General Employability Skills

The topic of general employability skills has gained popularity with recognition of the fact that people will increasingly be forced to change occupations during their adult lives simply because of the expected rate of change in the workplace. Arguments continue to be waged regarding the expected rate of occupational change (Feingold 1983; Kirkland 1985; Rumberger 1984; Samuelson 1983) between those who emphasize that the greatest number of job openings will continue to be in traditional, low-level, service-producing industries and those who point out that the greatest numbers of new kinds of jobs will be in high technology.

These arguments, and thus the need to emphasize general employability skills, have certainly been heard by those issuing national calls for educational reform. For example, the National Science Board Commission on Pre-college Education in Mathematics, Science, and Technology (National Science Foundation 1983) said:

> In the Commission's discussions with a variety of groups, . . . very few endorsed an emphasis on specific job-related skills. Rather, there was general agreement that our contemporary society requires youth who are "trainable," that is, who have the capability of continuing to learn as changes take place in our society, whether at work or elsewhere. Teaching specific job-related skills instead of providing a strong general education is deemed ill-advised because specific job skills might be needed only for a short span of time. (p. 42)

Similarly, the Panel on Secondary School Education for the Changing Workplace (National Academy of Sciences 1984, p. 26) listed the following personal work habits and attitudes needed as core competencies by all future employees:

- A realistic positive attitude toward one's self
- A positive attitude toward work and pride in accomplishment
- A willingness to learn
- Self-discipline, including regular and punctual attendance and dependability
- The ability to set goals and allocate time to achieve them
- The capacity to accept responsibility

- The ability to work with or without supervision
- Appropriate dress and grooming
- An understanding of the need for organization, supervision, rules, policies, and procedures
- Freedom from substance abuse
- Appropriate personal hygiene

The recent highly popular call for educational reform issued by the Committee for Economic Development (1985) stated:

> Business is not interested in narrow vocationalism . . . it prefers a curriculum that stresses literacy and mathematical problem-solving skills. . . . The schools should also teach and reward self-discipline, reliability, team work, acceptance of responsibility, and respect for the rights of others. . . . Poor work habits are often the cause of academic failure and later unemployment. . . . We urge schools to . . . institute policies and practices that encourage development of . . . self-discipline, reliability, and perseverance. (pp. 6-7)

Thus, it seems clear that these major educational reform proposals basically call for most of the same kinds of general employability/adaptability/promotability skills that have been championed by the career education movement since the early 1970s. The failure of any of these reports to recognize the tremendous amount of groundwork already laid by the career education movement as a vehicle for providing persons with such skills is discouraging.

As efforts are made to insist that educational reformers include a clear emphasis on the importance of general employability/adaptability/promotability skills in their efforts, it will also be incumbent on the career education movement to be willing to change. The 10 general employability skills included in USOE's Office of Career Education policy papers during the 1970s are obviously in need of revisions that take into account the increasingly technological nature of the occupational society. Career education must work with others using the phrase "general employability skills" to gain a more common understanding and consensus regarding meaning of that term.

Career education's emphasis on the need for general employability skills differs from some of these current reform proposals in one very important way: the perceived relationship of general employability skills to specific vocational skills as preparation for employment. Some of the currently popular reform proposals are, in effect, proposing that general employability skills be substituted for the traditional specific vocational skills of vocational education. The career education movement, on the other hand, continues to maintain that the proper way of viewing general employability skills and specific entry-level vocational skills is as complementary activities with both being badly needed. Whatever the future brings, the career education movement should not retreat from its basic principle of calling for the availability of general employability skills for all K-12 students coupled with specific entry-level vocational skill training for some students at the high school level and others at the postsecondary subbaccalaureate degree level.

Nothing on the horizon indicates any deemphasis on the importance of general employability/adaptability/promotability skills. On the contrary, this emphasis appears to be destined to grow

even stronger in the years ahead. Thus, the question does not seem to be whether this component of career education will continue to exist. Rather, the question is how to gain consensus on defining such skills and whether they will be delivered as part of a comprehensive career education effort. This is yet to be determined.

Helping Persons in Career Awareness/Exploring/Decision Making

Career Education Background

Beginning in 1970, the first USOE-funded career education demonstration projects concentrated major attention on career awareness and career exploration as essential parts of career development. The first career education book published in this period (Hoyt et al. 1972) had, as one of its major sections, a discussion of career development as part of career education. The first official USOE policy statement on career education contained a list of 25 "programmatic assumptions" of career education, 23 of which are directly related to some aspect of career awareness, career exploration, career planning, and/or career decision making (Hoyt 1974).

USOE's Office of Career Education, recognizing that professional school counselors must be key actors in implementing this component of career education, published two monographs specifically concerned with career education and school counselors (Hoyt 1976e, 1977b). In addition, in *A Primer for Career Education* (Hoyt 1977a), eight roles for the school counselor equally applicable to career education and to career guidance were specified, each of which pertained to an aspect of career awareness/exploration/planning/decision making.

The American Personnel and Guidance Association (APGA), under a grant from the Office of Career Education, conducted a major study concerning the role of the school counselor in career education. The highlights from that study were reported in the *Journal of Career Education* (Burnette, Collison, and Segrist 1980). The three key definitions included the following:

1. **Career Education**—an effort aimed at refocusing American education and the actions of the broader community in ways that will help individuals acquire and utilize the knowledge, skills, and attitudes necessary for each to make work—paid and unpaid—a meaningful, productive, and satisfying part of his or her way of living. (Hoyt 1977b)

2. **Career Guidance**—A systematic program involving counselors, teachers and others working in career education that is designed to increase the individual's knowledge of self, occupations, training paths, life-styles, labor market trends, employability skills, and the decision-making process and that helps the individual gain self-direction through purposefully and consciously integrating work, family, leisure and community roles. (Hansen 1977)

3. **Career Development**—The total constellation of psychological, sociological, educational, physical, economic, and cultural factors that combine to shape the career of any given individual; those aspects of an individual's experience that are of relevance to personal choice, entry, and progress in education, vocational, and avocational pursuits, the process by which one develops and refines such characteristics as self and career identity, planfulness, and career maturity. (Herr and Cramer 1979)

From the above definitions, it can be inferred that both career education and career guidance are dependent on the process of career development, a process that includes career awareness, career exploration, career planning, and career decision making.

Illustrations of efforts to emphasize the career development component of career education were very common during the 1970s (Parks 1976; Resnick and Smith 1979; Ristau 1975-1976; Slater 1978). The popularity of this component has never been in doubt. A meta-analysis of literature on evaluating effectiveness of career education produced more solid evidence of success for career awareness and career exploration efforts than for any other single aspect of career education (Hoyt and High 1982).

The Current National Scene

Of the seven ways in which career education can be defined, by far the most popular among members of the National Career Education Leaders' Communication Network has been "helping persons in career awareness/exploring/decision making" (Hoyt 1987a). When network members were asked to suggest possible names for the career education movement, almost as many points (476) were given to the term "career development education" as were given (550) to "career education." In view of career education's history, this should not be considered surprising.

The popularity of career awareness/exploration/planning/decision making as elements in the career development process continues to be reflected in the literature (Baca 1980; Hill 1981; Noeth, Engen, and Noeth 1984; Otte and Sharpe 1979; Rubinton 1985; Splete 1982). It is important to note that most of these publications have appeared in journals intended for use by professional counselors rather than classroom teachers. This may well be related to the fact that although the federal career education legislation (PL 95-207) was repealed in 1981, new federal career guidance legislation was enacted in 1984 as part of the Carl D. Perkins Vocational Education Act. As a result, it is now common to see SEA persons who, during the 1970s, carried the title state career education coordinator now bearing such titles as state career guidance supervisor or state supervisor of career education and career guidance. Many activities formerly labeled "career education" are now being labeled "career guidance."

One clear way of making appropriate distinctions can be seen in the policy statement of the American School Counselor Association (ASCA 1985) concerned with the role of school counselors in career guidance. In this landmark policy statement, ASCA spelled out a series of clear counselor roles in career guidance and accompanied them with a position stating ASCA's belief that such roles can best be carried out if counselors become participants in the process of career education. In short, ASCA urged counselors to join the career education team rather than trying to carry out the career guidance function by themselves.

In an attempt to clarify similarities and differences between "career education" and "career guidance," Hoyt (1984) specified the following:

- **Similarities**

  —Deeply rooted in the career development process and in the theory and research of career development
  —Include longitudinal efforts that move, developmentally, from career awareness to career exploration to career planning/decision making to implementation
  —Intended to serve the developmental needs of all persons and not limited to any one portion of the general population

—Committed to protecting and enhancing maximum freedom of career choice for all persons
—Emphasize education/work relationships at all levels of education
—Include efforts that begin at the kindergarten level and continue well into the retirement years
—View the work values of persons as part of their total systems of personal values and so view work as an integral part of persons' total life-style.
—Recognize the importance of both unpaid work and of work performed as paid employment
—Recognize, applaud, and seek to facilitate the key role parents play in the career development of their children
—Support career development as an effort extending beyond only the career counselor, i.e., that the total education system and the broader community have significant roles to play

- **Differences**

—Although both are rooted in the career development process, career education is also rooted in the teaching/learning process. Career guidance is not.
—One of the basic reasons for existence of career education is to serve as a vehicle for educational reform. "Educational reform" is not part of the basic charter of career guidance.
—Whereas career education is pictured as a total community effort headed by any of several kinds of persons, career guidance efforts are almost always headed by career guidance professionals.
—The most crucial aspect of implementation of career education lies in efforts carried out by classroom teachers. The most crucial aspects of implementation of career guidance lie in efforts carried out by career guidance specialists.
—Career education places great emphasis and a high priority on bringing a proper and appropriate emphasis to the goal of education as preparation for work among all basic goals of American education. Career guidance has not made this a priority for the movement.

Cook (1986) outlined the following 10 roles for counselors who operate "comprehensive career guidance and counseling programs" under provisions of the Carl D. Perkins Vocational Education Act:

1. Designer and deliverer of curriculum
2. Planner
3. Information provider
4. Committee manager
5. Coordinator
6. Monitor and evaluator
7. Educational leader and advocate of the youth and adults being served

8. Collaborator

9. Innovator

10. Personnel developer

In discussing what each of these roles entails, Cook came very close to describing (in only slightly different wording) what, during the 1970s, would have been called the role of the K-12 career education coordinator.

The Future for Career Education as Career Development

The growing importance of applying the career development process to the needs of both youth and adults is undeniable. As the rate of occupational change and changes in education/work relationships continue to increase, the need for assistance in meeting career development needs can only grow stronger. No matter what terms are used to describe the effort, it is clear that these needs must be met—and better than they have been met in the past.

Career development needs exist among all persons in all kinds of educational programs. They have, in the past, been least well met with that segment of the population where the need is most obvious, i.e., with students and prospective students of vocational education. A casual search of professional counseling and guidance journals for the 1977-86 period found only six published articles specifically related to meeting the career development needs of vocational education students (Gade and Peterson 1977; Herr and Long 1980; Hoyt 1980; Metha, Rader, and Rodgers 1983; Perrone et al. 1977; Peterson and Housley 1982). Only two persons emerged as national leaders in terms of promoting practitioner materials for use in helping students and prospective students of vocational education: Harry N. Drier at the National Center for Research in Vocational Education and David Winefordner at the Appalachia Educational Laboratory. If federal funds for career guidance are going to continue to be provided under provisions of the Carl D. Perkins Vocational Education Act, stronger efforts will be needed.

As things stand now, it appears that career guidance will be receiving some federal funds, but career education will not. If Cook's (1986) description of roles and functions for the career guidance counselor is implemented, it appears that what was formerly called career education will be carried out as career guidance. What several career guidance leaders have labeled as "comprehensive career guidance" (Splete 1982) follows this same path. By the time all elements in a "comprehensive" effort are described, there are few, if any, differences in meaning left between career guidance and career education, with the possible exceptions of serving as (1) an educational reform effort and (2) an effort to provide proper attention to the goal of education as preparation for work.

Arguments could be easily waged regarding which is more effective, career guidance or career education, in serving as an implementation vehicle for the career development process. However, less attention should be paid to terminology and more to the effectiveness of implementation efforts. If this is done, it should become obvious that efforts extending beyond the professional career counselor are likely to be more effective than efforts of counselors operating alone. The counselor as a member of a community-wide career education team is the ideal goal. It is the goal that is important, not whether the effort is labeled "career guidance" or "career education."

In this connection, it is instructive to examine those major educational reform proposals that specifically include career guidance in their recommendations. Such recommendations include

suggestions that (1) the counselor/pupil ratio be reduced to 1:100 (Boyer 1983); (2) career specialists (not necessarily school counselors) be employed to help youth in career guidance (Committee for Economic Development 1985); (3) counselors work more and better with noncollege-bound youth (Martin 1985); (4) efforts be made to raise the quality of career guidance systems substantially (National Alliance of Business [NAB] 1986; National Science Foundation 1983); and (5) classroom teachers become more involved in career guidance (NAB 1984).

These reports make it clear that career counselors have not been ignored by some of the major educational reform proposals. It is equally clear that these proposals recognize a clear and urgent need for greatly increasing the quality of delivery of career guidance. It is interesting to note how often they seem to suggest solving the quality problem by increasing the numbers and/or the training of professional counselors. It would seem at least equally productive to consider expanding the efforts of career counselors to become members of a community-wide career education effort.

Reforming Education by Infusing a "Careers" Emphasis in Classrooms

Career Education Background

The career education movement was formally launched by USOE Commissioner Dr. Sidney P. Marland, Jr., in 1971 through a speech he delivered at the national convention of the National Association of Secondary School Principles. That speech launched career education as an educational reform movement having at its base a commitment to developing a sense of usefulness, purpose, and meaning for both student and teacher in every classroom and for every subject. Marland proposed, as a beginning to this ambitious effort, that concentration be placed on helping pupils at all levels of education understand relationships between the subject matter they are asked to learn in school and competencies required for success in the occupational society.

The primary vehicle selected for use in correcting this condition was labeled "infusion." The concept of infusion was very carefully developed and implemented during the 1970s so as to include several crucial aspects. First, the term infusion had to be clearly distinguished from the term add-on. Above all else, it was vital that K-12 teachers not perceive career education infusion activities as ones that must be added to an already full schedule. Rather, infusion had to be seen as part of good teaching.

Second, a strategy was adopted to portray infusion as taking part of the time all successful teachers take to motivate students to learn the subject matter. This emphasis made it clear that career education was asking that no part of the time reserved for imparting subject matter itself be used for infusion activities. The importance of the subject matter remained intact.

Third, the 1970s saw strong efforts aimed at providing hard data as proof that, when a "careers" emphasis, showing how the subject matter relates to knowledge and skills needed in various occupations, is infused into classrooms, pupil acquisition of subject matter actually increases. In spite of severe weaknesses in experimental designs brought about primarily as a result of difficulties in assuring a true "careers infusion" effort was being contrasted with some "noncareers" effort, a considerable amount of evidence was accumulated during the decade demonstrating that a careers infusion approach could lead to increases in pupil academic achievement (Bhaerman 1977; Bonnett 1978; Bryant 1976; Enderlein 1976).

Fourth, a concentrated effort was made to include members of the business/labor/industry community as resource persons in classrooms to be used as experts in showing pupils and teachers how various kinds of subject matter are required for occupational success. Emphasis was placed both on motivating pupils to learn and on motivating teachers to teach.

Fifth, from the beginning, conscious efforts were aimed at assuring teachers that a careers approach to pupil motivation must be viewed as only one among many ways teachers can use to motivate pupils to learn. Great emphasis was placed on the inadvisability of using this approach as the only means of motivating pupils to learn. Teachers were encouraged to see the goal of education as preparation for work as only one among several basic and important goals of American education.

Sixth, the careers infusion approach was systematically pictured as one that will be appropriate for all of the pupils some of the time—and for some of the pupils almost all of the time. The principle being promoted was that almost all pupils—including those planning to attend college—will eventually use their education in the occupational society, thus making a careers infusion approach appropriate for any group of pupils in any class.

These basic principles are well illustrated in two USOE monographs produced during the decade of the 1970s (Hoyt 1976d; Preli 1976). Further examples are seen in publications reporting on local school district career education infusion efforts (Duffy 1980; Marchel and Madesh 1979).

In the late 1970s, USOE's Office of Career Education entered into contracts with a number of professional teacher associations aimed at encouraging each association to prepare and disseminate proposals for infusing a careers emphasis into their subject matter. As a result, a number of comprehensive career infusion documents, each related to a particular subject matter area, were produced (Black 1981; Finch 1980; Geahigan 1980; Graham et al. 1980; Hahn 1979; Kilby 1980; Poland 1980). Other major contributions to providing a careers infusion emphasis into specific subject matter areas have been published by Smith et al. (1982) and Towne (1980).

There is no doubt that the decade of the 1970s saw a pronounced emphasis on a careers infusion approach to educational reform of the teaching/learning process. Neither is there doubt that this approach was successful. As a matter of fact, Brodinsky (1979) saw fit to describe career education as the "success story of the 1970s."

The Current National Scene

Examples of outstanding efforts to produce materials useful for teachers in infusing a careers emphasis into the teaching/learning process continue to be produced in the 1980s (Duffy 1986; Portland Public Schools 1984; Young and Egelston-Dodd 1984). In spite of this, members of the 1985-86 National Career Education Leaders' Communication Network ranked this component of career education as only fifth of the seven components identified earlier (Hoyt 1987a). Although many network members continue to report themselves as involved in infusion efforts, they do not assign this component as high a priority now as was evident during the 1970s when, in terms of reported practices, it was the most popular of all career education activities.

None of the major educational reform proposals that have surfaced during the 1980s have used the term career education or have suggested that one aspect of reform should consist of encouraging teachers to infuse a careers emphasis into the teaching/learning process. Among recent articles related to this problem, Hoyt (1985) identified "career education" as a process-oriented approach to educational reform. Further, he defined a "process-oriented educational reform effort" as one that—

- gains wide support from educators, students, parents, and diverse segments of the broader community (i.e., is easy to support and difficult to oppose),
- is seen as needed by, and capable of being delivered effectively to, all pupils in an equitable way that takes special needs of various subgroups into account,
- is developmental in nature, calling for educational change beginning no later than kindergarten and extending through all of publicly supported education,
- helps bring a sense of meaningfulness and purposefulness to both the curriculum and the services of the educational system (i.e., a vehicle both for demonstrating their need and for gaining support),
- will motivate teachers to want to teach and pupils to want to learn,
- is of obvious concern to the broader community and calls for involvement of the broader community through use of the expertise of its members, existing community organizations, and its physical resources,
- provides clearly important and appropriate roles for parents to play both within the home-family structure and in terms of school-home relationships,
- can be woven into the existing educational system rather than becoming yet another program to be added to those now in operation,
- can be evaluated in terms of criteria directly related to increased educational productivity, thus helping to demonstrate that the educational system is doing the best it can with the resources made available to it,
- can be implemented at minimal cost while simultaneously serving as a continuing rationale for structural educational reforms that are much more expensive, and
- represents a need that will continue into the foreseeable future (i.e., it is a long-term, not a short-term, effort).

Hoyt described process-oriented approaches to educational reform as necessary but not sufficient by themselves. This is consistent both with Marland's (1974) position given in his classic book *Career Education: A Proposal for Reform* and with the first official policy statement on career education published by the U.S. Office of Education (Hoyt 1974). That policy paper explicitly recognized that career education by itself cannot be sufficient for the kinds of educational reform needed. Thus, in addition to career education, it recognized the need for 14 additional major kinds of basic changes including, for example, (1) performance evaluation as a replacement for the traditional Carnegie unit, (2) academic credit for experiential learning taking place outside the jurisdiction of the formal educational system, (3) increased use of noncertificated personnel from the business/labor/industry community as educational resource persons, (4) creation of an open entry/open exit system of schooling, (5) creation of the year-round school, (6) major overhaul of teacher education programs and graduate programs in education, (7) greater autonomy and freedom to make professional decisions for classroom teachers, and (8) substantial increases in adult and continuing education.

In a second article attempting to fit career education into the pattern of major educational reform proposals made during the 1970s, Hoyt (1986) tried to differentiate process-oriented approaches to educational reform from both add-on and structural approaches. Add-on approaches to educational reform include such things as adding to (1) graduation requirements, (2) homework assignments, (3) length of the school year/day, (4) teacher certification requirements, (5) teacher salaries, (6) course standards, and (7) disciplinary practices. It is obvious that many so-called "educational reform proposals" advanced in the 1980s belong in this add-on category. It is equally obvious that simply to do more of what has not worked in the past is likely to result in such add-on activities not working again.

Structural approaches to educational reform include such things as (1) competency-based curricula, (2) computerized educational delivery systems, (3) year-round schools, (4) creation of a nongraded educational system, and (5) open entry/open exit education systems. These have also been proposed by some educational reformers during the 1980s. It should be noted that these are some of the very kinds of changes career educators were calling for to complement the career education effort during the 1970s.

The Future for Career Education as Educational Reform through Infusion

In spite of what has been, in effect, a rejection of career education as a vehicle for educational reform by reform leaders in the 1980s, one can be optimistic regarding the future of career education as a process-oriented approach to educational reform using, in part, the vehicle of infusion of a careers emphasis in classrooms. There are four bases for optimism.

First, process-oriented approaches to educational reform are absolutely necessary as parts of any real, lasting reform effort. These are "people" changes, and "program" changes without "people" changes simply will not work. If and when today's reform leaders get around to implementing their add-on and/or structural approaches to reform, they, too, will discover that such approaches need to be complemented by process-oriented approaches such as career education.

Second, of all possible process-oriented approaches to reform, career education is, by far, the most thoroughly tested and best validated one available. Associated with this is the obvious fact that the career education concept, including the concept of infusion, is familiar to many thousands of educators in K-12 school districts throughout the nation. If, in the name of educational reform, school districts began providing financial rewards to teachers engaged in career education infusion, the practice would once again become extremely popular. It worked well during the 1970s in spite of the absence of financial incentives to teachers. It will work even better if such incentives are made available.

Third, as the business/industry community continues its interest and involvement in educational reform, the need for educators as well as private sector persons to recognize education/work relationships is sure to increase. Career education infusion activities using the resources of the private sector community are an easy and natural way of meeting this need. The extremely low costs of such efforts are sure to make them even more attractive to influential private sector persons.

Fourth, if attempts to create and implement what some are currently calling "comprehensive" career guidance programs become more numerous, professional school counselors will inevitably encounter the question of how they can more actively and appropriately involve classroom

teachers in career guidance activities. When such a point is reached, it should be easily recognized that career education, through infusion in the classroom, is the easiest and best vehicle available. As long as the current trend of school counselors reestablishing productive working relationships with classroom teachers in career guidance continues, chances of resurrecting career education infusion activities in classrooms will also continue to increase. This seems inevitable.

Making Work a Meaningful Part of a Total Life-Style

Career Education Background

This component, more than any other, must realistically be viewed more as a personal commitment of the author than as one shared by most career education practitioners. It was this commitment that initially led to the author's view of career education as something broader and more encompassing than career guidance and counseling. The following definition of career education by Hoyt et al. (1972) was centered around this concept:

> Career education is the total effort of public education and the community aimed at helping all individuals to become familiar with the values of a work-oriented society, to integrate these values into their personal value systems, and to implement these values into their lives in such a way that work becomes possible, meaningful, and satisfying to each individual. (p. 1)

In that same publication, the relationship of work and career education was made even more explicit by the following statement:

> The basic goal of career education is the restoration of various forms of the work ethic to reflect new social and economic realities as a strong and viable force throughout our society. (p. 67)

By 1973, the author's conceptualization of career education had changed from one that placed top priority on the work ethic to one that gave highest priority to work values (Hoyt 1973). Equally important, that article, for the first time, emphasized the view that the term "career" must include unpaid as well as paid work. Additionally, for the first time, work was defined in the following manner:

> Work is defined as one's efforts aimed at the production of goods and/or services that will be beneficial to one's fellow human beings and/or to oneself. (p. 35)

The first USOE official policy paper on career education (Hoyt 1974) defined work, career, education, and career education as follows:

- "Work" is conscious effort, other than that involved in activities whose primary purpose is either coping or relaxation, aimed at producing benefits for oneself and/or for oneself and others. (p. 5)
- "Career" is the totality of work one does in his or her lifetime.
- "Education" is the totality of experiences through which one learns.
- "Career education" is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living. (p. 6)

This definition of work, like the one formulated in 1973, clearly encompasses both paid and unpaid efforts. It obviously uses a specific definition of work as a basis for defining the word career. It makes the word work the centerpiece of the career education movement. It should be pointed out that both the definition of work and of career presented here were included in a consensus listing of definitions of career guidance terms published by the National Vocational Guidance Association (Sears 1982).

This central focus on work as part of one's total life-style continued in USOE's Office of Career Education during the entire period of this author's directorship (1974-1982), for three basic reasons. First, work represents the human need of all human beings to do, to achieve, to accomplish as a means of gaining feelings of both self-worth and personal identity. In many ways, each of us can be best defined in terms of what we have done. Further, the human need for work is not currently being well met for many persons anywhere in their total life-style. Further refinements in automation and high technology are almost certain to reduce further the opportunities for many persons to meet this need in their places of paid employment (Hunt and Hunt 1983; Schwartz and Neikirk 1984). Yet it is a need that must be met in our society. That is why unpaid work, as well as paid employment, must be included in the concept of work as that term is used in career education.

Second, employers need the educational system to produce graduates who understand and appreciate the employers' need for productive workers—that is, for persons who, in addition to wanting a job, really want to work. That is why work values are included as one of the general employability/adaptability/promotability skills to be provided through career education efforts. Further, such values can be taught in such a way that persons can be helped to balance the human need to work in their total life-style with the employers' need for productivity in the world of paid employment.

Third, for the nation as a whole, increases in educational productivity precede increases in productivity for the general occupational society. There exists a great need to increase educational productivity, and this can best be done by using a careers emphasis as a means of motivating pupils to become productive learners in classrooms. The classroom is—or should be—a workplace. Students are—or should be—workers in the classroom; so should their teachers. If pupils go through K-12 school systems as educationally unproductive workers, they are very unlikely to become productive workers when they enter the occupational society. If teachers are unproductive workers, it is highly unlikely that their pupils will become educationally productive. This is career education's greatest potential for making positive contributions to the educational reform movement. It is a potential yet to be realized.

Two specific efforts were made to convince career education practitioners of the importance of work as part of a total life-style during the 1970s. The first was a special monograph on the meanings of work written by Super (1976). After reviewing a body of especially relevant literature, Super devised what he called "a career development glossary for career education" in which he proposed a number of specific definitions. Those pertinent to this topic include the following:

> **Work**—The systematic pursuit of an objective valued by oneself (even if only for survival) and desired by others; directed and consecutive, it requires the expenditure of effort. It may be compensated (paid work) or uncompensated (volunteer work or an avocation). The objective may be intrinsic enjoyment of the work itself, the structure given to life by the work role, the economic support which work makes possible, of the type of leisure which it facilitates.

> **Career**—The sequence of major positions occupied by a person throughout preoccupational, occupational, and postoccupational life; includes work-related roles such as those of student, employee, and pensioner, together with complementary avocational, familial, and civic roles. Careers exist only as people pursue them; they are person-centered. (p. 20)

There appears to be no inconsistency or conflict between these definitions and those quoted earlier from the first USOE policy paper on career education. Super's monograph was distributed to career education practitioners nationwide. Considering its comprehensive and scholarly nature, relatively few comments came to USOE as a result.

Second, a monograph was commissioned from Bernstein (1979) on the generic topic of career education/quality of working life relationships. This very profound document contained impressive evidence regarding how work values are becoming intertwined with total systems of personal values. In addition, it provided an excellent review of how the nature and meaning of work are changing in today's society. This monograph, too, received wide distribution. Unfortunately, like Super's, little response from career education practitioners resulted.

The Current National Scene

Members of the 1985-86 National Career Education Leaders' Communication Network ranked "an effort to make work a meaningful part of total life-style" as sixth out of the seven components they were asked to rank order. Relatively speaking, it was ranked lower than all components except the one related to reduction of stereotyping (Hoyt 1987a).

The recent literature related to career development contains some interesting discussion of work as part of life-style. Only one article directed its attention specifically toward career education, and, unfortunately, it was written from the false assumption that the career education concept is rooted in the Protestant Ethic (Severinson 1979). The changing meanings of work and its relationship to productivity have been discussed in a positive vein by both Harris (1982) and Katzell and Guzzo (1983). The basic nature of work is discussed in articles by Wirth (1982), Horman (1986), and Rose (1981). Teen-agers and work are discussed in articles by Kaiser (1981) and Manzi (1986). Both Allen (1980) and McDaniels (1984) have published intriguing articles relating leisure and work with implications for career guidance.

It seems unfortunate that, among those referred to in the preceding paragraph, few are specialists in career education. The topic of work as part of a total life-style is not a popular one in the career education literature. The *Journal of Career Education* published only three articles related to "work and careers" between 1980 and 1984. These included the article by Kaiser (1981), an article by Dillon (1982) discussing attitudes toward work in China, and an article by Markert and Healy (1983) discussing the effects of poetry and lyrics on work values. Since the journal was renamed the *Journal of Career Development*, three additional articles on this general subject have appeared including Miller's (1985) on work/family connections, Voydanoff's (1985) on work/family linkages over the life course, and Fedrau and Balfe's (1986) on the impact of technology on the nature of work.

None of the major proposals for educational reform produced during the 1980s has, to date, included the need to produce productive workers as a major part of their stated need for reform. Two, however, have included some discussion of this general topic in their contents. One is the report of the Panel on Secondary School Education for the Changing Workplace (National Academy of Sciences 1984). In a section entitled "personal work habits and attitudes," such things as "a

positive attitude toward work and pride in accomplishment" and "the ability to work with or without supervision" are listed. Similar pleas are found in the report of the Committee for Economic Development (1985).

The Future of Career Education as an Effort to Make Work a Meaningful Part of Total Life-Style

If the career education movement continues largely to ignore this way of defining career education, the definition will fade from usage in a very few years. That would be a tragedy. If the emphasis on this way of defining career education is to be increased, major changes must occur.

First, it is important to recognize that work values, as this term is currently defined in the literature, center almost exclusively around factors that lead to worker satisfaction and thus to increased productivity in the world of paid employment. Work values, when measured, typically use such scales as (1) economic return, (2) altruism, (3) independence, (4) opportunity for advancement, (5) job security, (6) environmental attractiveness, and (7) interpersonal relationships to determine likelihood for persons to be satisfied—and thus supposedly productive—in the positions they hold in the world of paid employment. The situation might be clarified if such things were called "employment productivity predictors" rather than work values. If work values are to be related to total life-style, including unpaid work, this would seem to be important.

Second, it is important to recognize that the *human need to work* discussed earlier makes it mandatory to recognize that people *do want to work* included somewhere in their total life-style. From the standpoint of maximizing productivity in the occupational society, it would be ideal if each worker could find the human need to work well met in the positions they hold in the world of paid employment. Unfortunately, for an increasing portion of the employed work force, this seems unlikely to occur. Thus, career education efforts must include those aimed at helping persons discover ways of meeting the human need to work in other life roles, such as family member, community volunteer, and citizen.

Third,it is crucial to recognize that, as we expand our concept of work values as part of total life-style, we not completely reject the concept of work ethic as that concept applies to paid employment. Employers have a right to expect that job applicants recognize the employer's need for productive workers, that is, for employees who will consciously and regularly expend energy aimed at increasing both the quality and the quantity of their employer's products. If such positive productivity attitudes are to be found in graduates from the education system, it seems obvious that they must be provided in a developmental fashion while they are pupils in this system. Career educators should not be ashamed or afraid to apply concepts of the work ethic in addition to their emphasis on work values. Both are needed.

Fourth, career educators need to take greater advantage of the expertise being accumulated in the occupational society regarding the quality of work life movement. Why are workers in Honda plants in the United States more productive than workers in General Motors plants? Answers to this question hold serious implications for similar questions concerning why educational productivity is higher in one school system than in another. The primary expertise lies in the business/industry community, not in the educational system at the present time. It is essential that career educators take advantage of such expertise if career education is to become an effective vehicle for use in educational reform.

If such changes can be brought about, career education, defined as an effort to make work a meaningful part of total life-style, should become increasingly popular in the years ahead. If these kinds of changes do not occur, this definition will die out, and the potential of career education for serving as an effective vehicle for educational reform will have been significantly diminished.

Relating Education and Work So That Better Choices of Both Can Be Made

Career Education Background

As 1 of 11 basic conditions calling for educational reform, USOE's first policy statement on career education (Hoyt 1974) included the following:

> Too many students fail to see meaningful relationships between what they are being asked to learn in school and what they will do when they leave the educational system. This is true of both those who remain to graduate and those who drop out of the educational system. (p. 2)

In a thorough study of the professional literature on this subject, Herr (1974) concluded that this condition, especially as it applied to the importance of academic skills in occupational success, clearly exists and needs to be corrected. Efforts of the Office of Career Education to correct this condition during the 1974-1982 period were largely directed at implementing the concept of infusion discussed earlier in this paper. Many of the partnership and career awareness/exploring/decision making efforts were also directed toward correcting this condition.

During the 1970s, significant related efforts were also made to help persons better understand and capitalize on education/work relationships. One such effort was the revision of the *Dictionary of Occupational Titles* (U.S. Department of Labor 1977). The potential usefulness of this edition for career guidance has been well documented (Landrum and Strohmenger 1979). Droege and Padgett (1979) reported on a new Department of Labor career interest inventory designed to help in this total effort. New guidelines for preparing and evaluating occupational information were prepared (National Vocational Guidance Association 1980).

Major contributions toward relating new developments in career information systems attained during the 1970s with career education efforts for the 1980s were made in publications of Chapman and Katz (1983), Drier (1980), McDaniels (1982), Prediger (1981), and Snipes and McDaniels (1981).

The Current National Scene

Continued progress has been made in refining and increasing the usefulness of career information so far during the 1980s. The National Occupational Information Coordinating Committee (NOICC) has made two especially outstanding contributions. Both resulted in practitioner handbooks, one related to infusion of career information in classrooms (Boyle and Whelden 1986) and the other to using labor market information in career exploration and decision making (NOICC 1986).

The U.S. Department of Labor's (USDOL) publication of the *Guide for Occupational Exploration* has received a favorable review (O'Shea et al. 1985). Both the *Occupational Outlook Handbook*

(USDOL 1986a) and *Occupational Projections and Training Data* (USDOL 1986b) continue to be published on a biannual basis. Work/education relationships are effectively highlighted in both of these major publications. In addition, USDOL has developed a new Occupational Aptitude Pattern structure helpful in relating education and work (Droege and Boese 1982).

By far the clearest indicators of progress in helping persons relate education and work since the beginning of the career education movement have been in the field of computerized systems of educational and career information. Some of these systems simply transmit occupational and/or educational information to users upon request. Such systems have been developed by many State Occupational Information Coordinating Committees for use in particular states. Methods of ensuring the accuracy of information in such systems have been developed (McKinlay 1984). Other systems allow persons to interact with the computer in career exploration and career decision making (Katz and Shatkin 1983).

Descriptions of various computerized career information systems have been provided by Gerardi and Benedict (1986), Heppner (1985), Maze (1984), Rayman and Harris-Bowlsbey (1977), and others. Relationships of computerized systems to career development and career guidance have been described by Cairo (1983), Childers (1985), Harris-Bowlsbey (1984), Pyle (1984), and Ryan, Drummond, and Shannon (1980). Cautions regarding use of such systems have been issued by Krumboltz (1985), Maze (1985), and Pyle (1984). This is a very small sample of the published literature on the general topic of computerized systems of occupational and educational information that exists at the present time. It is presented here only to illustrate the contributions that continue to be made by persons in this arena.

Controversy continues to rage regarding the probable impact of high technology on the amount of education required for jobs. Some argue that, as machines become more sophisticated through applications of high technology, the knowledge required to operate such machines will decline (Rumberger and Levin 1984). Others argue that high technology will surely increase the amount of education required for work in the emerging occupational society (Honig 1985). All, however, seem to agree that education/work relationships will, in an information-centered high tech society, become even closer and more important.

The Future for Career Education as an Effort to Relate Education and Work So Better Choices of Both Can Be Made

The career education movement, of course, can take no credit for the increasingly close relationships between education and work that are currently taking place. It can, however, take some credit for the very significant advancements in providing persons with information regarding such relationships that have occurred since the career education movement was initiated in the early 1970s. For example, it seems important to recognize that all of the computerized counseling/guidance systems developed since 1970 have centered around education/work relationships and career guidance. The career education movement can claim some credit for this, as well as for contributions to some of the NOICC-produced career information materials.

Members of the National Career Education Leaders' Communication Network ranked "relating education and work so better choices of both can be made" in third place as a way of defining career education. Many Network members ranked it in first place (Hoyt 1987a). Clearly, career education practitioners regard it as an important part of implementing career education. The importance of relating education and work is also evident in several of the currently popular calls for educational reform (Business-Higher Education Forum 1983; Committee for Economic Devel-

opment 1985; Martin 1985; National Academy of Sciences 1984; National Alliance of Business 1986; and National Science Foundation 1983). Although they did not use the term, these major reports certainly did call for what many are defining as career education.

Both the rapid and significant growth of materials, including computerized systems of career information/decision making, and the clear support given the goal of helping persons relate education and work are encouraging. Although serious doubts remain regarding whether such efforts will be referred to as career education, there seems little doubt that these kinds of efforts will both grow in quantity and increase in quality in the years ahead. In general, career education practitioners should feel good about this.

The only big worry at the present time is the possibility that education/work relationships may be afforded too much importance by some of those planning educational programs. We must remember that the career education movement, from the beginning, has been committed to bringing what it called a "proper and appropriate" emphasis to the goal of education as preparation for work in American education. In doing so, the importance of viewing this goal as *one among several basic goals* of education has been stressed. The career education movement has never claimed this to be the only goal—or even necessarily the most important goal—of American education. This is a perspecitive that might have to be given special emphasis in the next few years.

Reducing Bias and Stereotyping and Thus Protecting Freedom of Career Choice

Career Education Background

The 11 "conditions calling for educational reform" specified in USOE's first official policy statement on career education (Hoyt 1974) included the following:

> The growing need for and presence of women in the work force has not been reflected adequately in either the educational or the career options typically pictured for girls enrolled in our educational system. (p. 3) American education, as currently structured, does not adequately meet the needs of minority or economically disadvantaged persons in our society. (p. 4)

In addition, Section 406 of PL 93-380, as the first piece of federal legislation to authorize funds for career education, specified that career education demonstration grants, though including all children, particularly include "handicapped children and all other children who are educationally disadvantaged" (U.S. Congress 1974).

Under the provision of Section 406, PL 93-380, a total of $40,404,429 was expended during the period FY 1975-FY 1978 for career education demonstration grants. Of these, 21 grants totaling $2,078,811 were made to demonstrate career education for persons with handicaps; 13 grants totaling $1,102,319 were made to demonstrate career education for minority youth; and 14 grants totaling $994,248 were made to demonstrate career education's effectiveness in reducing sex stereotyping in career choices (Hoyt 1981b).

When PL 95-207 was passed in 1977, it carried extensive requirements that career education implementation efforts take the need to reduce sex role stereotyping as a factor impeding freedom of career choice into account (U.S. Congress 1977). To a lesser extent, it also emphasized the need to make special provisions for minority persons, for economically disadvantaged persons, and for

persons with handicaps. Of 22 "proven" career education programs (as approved by the Department of Education's Joint Dissemination Review Panel, two ("Careerways" and "Hear") focused on reducing sex role stereotyping, one ("Career Education Resource Center Program") focused on minority and economically disadvantaged youth, and one ("Slice of Life") focused on persons with handicaps (Far West Lab 1984).

During the 1970s, USOE's Office of Career Education published three monographs aimed at addressing problems of reducing bias and stereotyping in career development. These included one by Jackson (1977) addressing problems of minority persons, one by Hoyt (1976a) that included a special section on career education for persons with handicaps, and one by Hoyt (1978g) addressing problems of reducing sex bias and stereotyping in career development. There can be no doubt that, from the beginning, career education has been intended to include in its meaning special efforts to reduce bias and stereotyping as they act to reduce freedom of career choice for some persons.

The Current National Scene

Of the seven possible ways of defining career education, members of the 1986-87 National Career Education Leaders' Communication Network ranked "reducing bias and stereotyping" in seventh place (Hoyt 1987a). With 314 points, it was 269 points behind the sixth place definition (making "work" a meaningful part of life-style) and 1,561 points behind the first place definition (career awareness/exploration/decision making). Thus, in spite of the purposeful emphasis placed on this goal by USOE during the 1970s, it is not a high priority for most career education practitioners today. This does not mean the topic is currently being ignored. Quite the opposite is true.

In terms of sex role stereotyping in career matters, the current literature appears to be divided in three parts. First, a number of publications continue to provide data documenting the presence of sex role stereotyping (NOW Legal Defense and Education Fund 1985; Project on Equal Education Rights 1986; Shaffer 1986; and Women's Bureau 1985). Second, a smaller number of research publications have appeared providing evidence concerning the nature of sex role stereotyping in various subpopulations and its developmental changes (Ciborowski 1980; Gregg and Dobson 1980; Hughes, Martinek, and Fitzgerald 1985; Women's Bureau of Labour Canada 1986). Third, a still smaller number of publications can be found containing specific practitioner suggestions for overcoming sex role bias and stereotyping (Ehrhart and Sandler 1987; Hageman and Gladding 1983; Navin and Sears 1980; and Thompson and Bitters 1985). Some published materials for use by practitioners in reducing sex role stereotyping are now available. A good example is a very clever book by Larche (1985).

The literature is much more voluminous when publications related to reducing bias and stereotyping in career development for persons with handicaps is considered. It is so voluminous, in fact, that it is impossible to review here even in terms of providing major examples. This is due, in large part, to the major emphasis the U.S. Department of Education is currently placing on what it calls "transition from school to work"—a term that comes very close to meaning "career education."

Similarly, it would be impossible here to attempt a review of the current literature with respect to career development for minority persons and for economically disadvantaged persons. There are hundreds of publications. A small number of them use the term "career education." Most do not.

None of the major educational reform proposals of the 1980s has included a major emphasis on reduction of bias and stereotyping in career choices. This is true in spite of the obvious ways in which several link education with work and the equally obvious expected increases of both women and minorities in the emerging occupational society.

The Future of Career Education as a Vehicle for Reducing Bias and Stereotyping in Career Development

As long as career education existed as a federally financed effort, numerous calls for its use in reducing bias and stereotyping came from women's groups, organizations representing minority persons, and persons with handicaps. Once federal funding ceased, two of these groups, although retaining their interest in reducing bias and stereotyping in career development, largely ignored the career education movement as a vehicle for use in doing so. The sole exception has been in the case of persons with handicaps. Here, thanks to the dedication and commitment of such persons as Donn Brolin, Carol Ellington, and Judy Egelston-Dodd, the term "career education" continues in common usage.

In the case of organizations representing women and organizations representing minority persons, the current tendency appears to be one of mounting their own "careers" initiative for their own clientele while largely ignoring the career education movement in general. This perhaps helps explain why career education practitioners rank this component of career education last as a means of defining career education. It certainly is not because of a lack of interest or concern.

The future for career education as a vehicle for reducing bias and stereotyping among persons with handicaps looks very bright indeed for three basic reasons. First, the generic topic, although not officially called career education, currently exists as a high priority of the U.S. Department of Education, and federal funds are available. Second, some of the top national leaders in the career education movement have their professional specialties in the broad field of special education. Those persons are unlikely to diminish their career education efforts. Third, thanks largely to their leadership, special education practitioners around the nation appear to be comfortable using the term and applying the concepts of career education to those they serve (Brolin 1987).

The probable future is not nearly so bright with respect to career education as a vehicle for reducing bias and stereotyping in the career development of women or of minority persons. Both of these groups, although intensely interested and involved in helping those they represent solve problems of bias and stereotyping in career development, appear to be inclined to operate their own individual programs separate from the career education movement as a whole. There appear to be no signs on the horizon that this situation is likely to change.

Concluding Statement

The basic purpose of this chapter has been to chart some trends and formulate some predictions regarding the likely future of the career education movement in terms of the seven basic ways in which people are currently defining the term. In each instance, the predictive statements grew out of examination of past and present national efforts related to each way of defining career education.

It has been—and continues to be—this author's position that career education is properly defined only when all seven of its components are included in the definition. Obviously, many specific definitions could be formulated when this is done. One example is the following:

> **Career education** is a partnership effort of the educational system and the broader community aimed at contributing to educational reform through helping persons, primarily through classroom infusion activities, relate education and work and acquire general employability skills required for positive career development that will enable each to make work—paid and unpaid—a meaningful part of a total life-style in ways that effectively overcome bias and stereotyping.

This definition, although obviously rough and in need of refinement, may, nonetheless, help convey the basic concept that career education as a total effort, is greater than the sum of its seven individual components. Each component reenforces—and is reenforced by—all other components. The strength of each component is maximized when all seven components are coordinated in a single, overall community effort. No single component can be as strong operating independently as it can if it is willing to join forces with others.

An earlier document on the probable future of career education (Hoyt 1981b) outlines five major issues that, depending on how each is resolved, will combine to dictate the future of career education. It seems appropriate here to identify each issue and comment briefly on what now appears to be its current status in terms of resolution. For purposes of clarity and brevity, each will be abbreviated here.

Issue 1. To what extent will the focus be on employment as opposed to employability? Hoyt (1981b) predicted that, if we can keep the major focus on employability, the total American educational system of public education—from kindergarten through higher and adult education—will make its greatest contribution. So far, it seems we are following this course during the 1980s. Even those training programs sponsored by the U.S. Department of Labor (e.g., the Job Training Partnership Act) appear to be much more focused on equipping persons with employability skills than on job creation efforts.

Issue 2. To what extent can career education be used to increase partnerships between the educational system and the broader community? Although the broader community has obvious interests in improving the total education system, not just its "careers" activities, the partnership concept has grown rapidly or become all-encompassing by 1987. The key question now is not whether we can restrict use of "partnerships" to career education-type activities. That time is past. Instead, the crucial question is how can we help the broader community differentiate true partnership efforts (where the partners share risks, rewards, responsibility, and accountability with the educational system) from pseudo-partnerships that, in effect, consist simply of providing help to the educational system in solving what are clearly regarded as the educational system's problems (Page 1987).

Issue 3. To what extent will career education be effective as an educational reform movement? When this issue was raised (Hoyt 1981b), it primarily concerned the fact that federal funds for career education were being cut off and that it would now be up to states and local communmities to continue the effort. However, a rash of new national proposals for educational reform were about to appear, and when they did, career education would be abandoned as a process-oriented vehicle for use in implementing education reform proposals. Although the logic—and yes, the *necessity*—for use of process-oriented "people change" approaches to educational reform as supplements to structural and/or add-on changes is clear to career education advocates, it has apparently still

not been seriously considered by most of today's educational reform leaders. Instead, the general tendency seems to be one of ignoring career education as one of the "former approaches that didn't work." This, perhaps, represents the career education movement's greatest challenge at the present time. We know process-oriented approaches to educational reform are needed to complement other approaches. We also know that, among possible process-oriented approaches to change, career education is, by far, the most tested and most demonstrably viable.

Issue 4. How can the 1970s deficiencies of career education be corrected? The major deficiencies in need of correction concerned (1) increasing home/family involvement in career education, (2) implementing career education in all postsecondary institutions, (3) increasing the emphasis on unpaid work, and (4) increasing career education efforts aimed at helping minority persons. There does not appear to be significant national progress toward overcoming any of these four major deficiencies since this issue was raised (Hoyt 1981b). True, isolated examples at the local community level can be found. National efforts representing the career education movement as a whole cannot.

Issue 5. To what extent will state and local leadership for career education continue to exist? The answer to this question contains both positive and negative aspects. In a negative sense, it must be acknowledged that there are fewer persons carrying the title "career education coordinator" in state departments of education and local K-12 school systems now than there were in 1982 when this issue was raised. In a positive sense, a relatively large number remain. True, many have had changes in titles with the most common new title being "coordinator of career education and career guidance." Persons in the National Career Education Leaders' Communication Network continue to number over 400 each year. Their judgments regarding the "health" of career education have remained essentially stable for each of the last 5 years. State and local "careers" associations continue to grow in both number and in strength (Wickwire 1987).

All in all, there is reason for optimism regarding the future of the career education movement. In the late 1970s, the Florida Career Development Association, at their state meeting, produced and distributed a big button that said "CAREER EDUCATION—WE KNOW HOW NOW." That message was valid then. It is even more valid today (Baker and Popowicz 1983). Regardless of whether the term "career education" will survive—or even if it needs to, the concept of career education for all persons needs to survive and grow still more.

EFFECTIVE LEADERSHIP STRATEGIES FOR A SUCCESSFUL CAREER DEVELOPMENT PROGRAM: A CASE STUDY

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This chapter describes Ohio's Career Development Program as a case study of a successful program model. It is written from the point of view of the state's career education coordinator, and it outlines the nine-step implementation strategy that was used for this effort.

Background

By the end of the 1970s, the Ohio Career Development Program was serving 286,424 students in grades K-10 at a cost of approximately 4 million dollars. The future of the program was uncertain. Ohio's Department of Education had secured federal and state funds for career education, but the funding level was extremely low. As federal interest in career education waned, it was expected that funds available through PL 95-207 would decrease. In addition, the amount of funds provided by the director of the Division of Vocational Education had been severely reduced. Ohio was also one of 21 states that lost their state career education coordinators at this crucial time.

In June 1980, I was hired as the state career education coordinator for Ohio's Career Development Program. Six hours after I was hired, the state budget for career education was reduced to zero dollars. My title was then changed to "Acting," and I was told that I had 6 weeks to do "something" or the position and the program would end immediately.

I had become involved in Ohio's Career Development Program in 1972 after reading a program proposal during a hurricane while on vacation in Florida. With the lights flickering and the winds roaring, I became a disciple of career education. When I returned to my teaching position in the fall, I infused the concepts into my instructional units and discovered that students grasped these concepts more quickly when they were life-related and that they enjoyed the activities that had been redesigned using career education concepts.

During the school year, I was asked to join the school's career education staff. Several years later, I took the position of career education coordinator for a local school district. A year later I was hired as a state supervisor for Ohio's Career Development Program. In another year, I became state coordinator of career education. Given the economic and political climate of the early 1980s, it was clear that effective leadership and management skills were required if the program was going to see, much less survive, the decade.

Due to an effective lobbying campaign, the state career education budget was reinstated, and I now had 2 years to prove the viability and value of the career education program. Conditions demanded that I move slowly, carefully, and consistently while developing a plan that people would support.

The underlying philosophy for everything that followed was that one major attribute of successful educational programs and institutions is effective leadership. Webster defines a leader as "a person who goes before to guide or show the way, or one who proceeds or directs in some action, opinion or movement." Ordway Tead (1935), author of *The Art of Leadership*, stated, "Leadership is the activity of influencing people to cooperate towards some goal which they come to find desirable." This view is echoed by James McGregor Burns (1978) who contended that "successful leaders tap the motive base of their constituents" (p. 19). Research on leadership suggests that any relevant theory must consider both individual dimensions of leadership (psychological) and group or organizational dimensions of leadership (sociological).

After assessing my skills, I decided that I wanted the challenge of the present situation. I also realized that my approach to leadership was reflected in the writings of Ralph C. Wenrich (1973) who said, "To be a leader, a person must have the capacity to live ahead of his colleagues and his institution; to interpret his institution's needs to the public and the public's needs to his institution; and to conceive and implement strategies for effecting changes required by his institution in order to fulfill its purpose" (pp. 195-196). Whereas many people connected with career education in Ohio were concerned about the immediate funding situation, I had a vision of every student in Ohio in grades K-12 being involved in a career education program. I thought back to 1972 and how, through the infusion of career concepts into teaching strategies and units of instruction, students became excited and actively involved in the learning process. I believed that career education could energize the instructional curriculum and that an effective coalition of the state's career education coordinators could do more than just survive for two more years, that we could take a significant stride toward the vision of statewide expansion.

I also realized that I would be faced with many decisions and situations that would require different leadership skills, many of which I did not possess. At this time there were approximately 30 career education coordinators in Ohio. They had the expertise to assist me with different situations that required unique skills and, at the same time, I could build their support by involving them in the decisions and activities that directly affected them.

The strategy devised for implementing Ohio's Career Development Program involved the following nine steps described in detail in the remainder of this chapter:

1. Develop a rationale for the program
2. Get support from the top
3. Design the program as part of a larger human resource system
4. Target the managers
5. Bolster the basics
6. Make sure you have the power to head the program
7. Develop a variety of delivery systems
8. Support the program with organizational policy
9. Evaluate the program and promote the outcomes

Step 1. Develop a Rationale for the Program

I knew that we could organize the state for program support, but I wasn't sure about the internal structure in which I worked, the State Department of Education. Did I have their support? If I wanted their backing, I knew that I had to be clear about my intentions for Ohio's Career Development Program. Therefore, the first step was to develop a rationale for the program.

Definition: Career education is intended to provide experiences to help individuals make wise career choices, prepare for employment, and extend career development throughout life. As such, it is viewed as a continuum of experiences. Career education for choice seeks, through the curriculum, to help all youth build positive self-concepts, become motivated toward the world of work, receive an orientation to the many job opportunities available, and explore several occupations consistent with individual interests and abilities in order to help them better plan for and benefit from preprofessional and vocational education.

Facts: The career education movement has been heavily influenced by the following trends:

- A high rate of youth unemployment
- Youth with limited employability skills
- Inadequate knowledge of available occupations among youth and adults
- Youth with limited decision-making skills
- A lack of awareness about the value and rewards associated with work among the general population

This definition and these facts led to the following rationale. Career development—

- is a developmental process,
- includes all subject areas,
- makes provisions for exceptionalities in students,
- involves three domains of learning: affective, cognitive, and psychomotor,
- provides life-related curricular activities and fosters integration of career development concepts into the existing curriculum, and
- uses the community and the home as key resources in the educational process.

Step 2. Get Support from the Top

Knowing that key state educational administrators were also concerned with these issues brought me to the next step in my implementation strategy—eliciting their support.

The state superintendent wanted to know not only my rationale for keeping the program alive but why we should work toward statewide implementation. He also wanted a clear plan of action

that he could agree to support, at least conceptually. My problem was that it takes time to see the results of a career development program, unlike skill-oriented programs or classroom enrichment activities the visibility of which is obvious and more immediate. He did, however, agree to a plan to work with the legislators to reinstate career education into the state budget. In addition, he gave tentative support to the following plan of action that was directed toward statewide expansion of career education.

Step 3. Design the Program as Part of a Larger Human Resource System

In my opinion, the Career Development Program was part of a larger student services delivery model. I envisioned the model to include sex equity efforts, occupational and educational information, career guidance, and vocational placement. The first task, however, was to ensure that the Career Development Program survived.

I had gained initial support for a plan of action for career development with the top management of the organization. Now it was time to implement that plan by mobilizing the 30 career education coordinators throughout Ohio. I began by dividing the state into three regions, each with a career council composed of the career education coordinators in that region. I met with each council and had them elect three officers. The nine officers from the three councils made up a state Career Development Program Task Force. This task force was to provide the "new leadership" that was required to make Ohio's Career Development Program successful.

Wenrich (1973) stated that the relationship between a superior and subordinate should be one that is supportive and ego building. To the extent that the superior's behavior is ego building, his or her behavior would have a positive effect on organizational performance. As the leader, it was my responsibility to gain group support and trust. In order for this to happen, I felt that I had to communicate and get support for my rationale for continuing Ohio's Career Development Program, demonstrate that I had gained support from the state superintendent, and share my vision of a future where career education was part of a larger system.

Wenrich (1973) described an effective leader as having the following characteristics:

- Helps others to accept common goals. (I had to communicate my vision enthusiastically in such a way that career education coordinators on the task force could share it.)
- Initiates productive action in group situations. (To be effective, I needed to influence the behavior of others, but perhaps even more important, I had to *initiate* action. I had to provide an atmosphere or climate in which things would happen. The group had to be motivated to act, but they also had to have available to them the resources necessary to get things done.)
- Establishes clear plans and work procedures. (Once a goal has been accepted and action had been decided upon, I had to chart the course and set the ground rules.)
- Maintains warm relationships with members of the group. (It was necessary to be goal-oriented and also people-oriented. I could accomplish my goals only through the active and constructive involvement of the members of the task force.)

- Obtains the commitment and cooperation from those with whom he or she works. (Power can be exercised in many ways. I chose to use persuasion and build commitment rather than rely on threats or force, such as using the authority of my official position. It also became apparent that the Career Development Program must have the cooperation of groups outside the school. The Career Education Association's Board of Directors assumed the responsibility for building a coalition for career education that was outside the school system.)

- Effects change and builds structures for the achievement of meaningful purposes. (Although innovation was required, it was necessary to study how change is achieved. Care had to be taken to avoid change solely for the sake of change.)

The Career Development Program Task Force ultimately defined our vision and challenge. Together we had to design a plan to attain our goals. We reviewed the issues and concerns of the state's career education coordinators and formed three committees: program support, curriculum, and inservice. A career education coordinator was selected to chair each committee and lead in developing its part of an overall plan. The Career Development Program Task Force organizational chart can be seen in figure 1.

Activities of the Program Support Committee

The Program Support Committee had three major responsibilities: public relations, linkage with external funding sources, and continuation and expansion of Ohio's Career Development Program. The career education coordinators on this committee contacted all associations and organizations in Ohio and offered to do presentations on "What Career Education Is Doing for Youth in Ohio" at local, regional, and statewide meetings and conferences. This resulted in the development of many noneducation support groups throughout the state.

By linking the private sector, funding was obtained to develop career education materials for use in the classroom. General Motors in Dayton, Ohio, and TRW in Cleveland, Ohio, are two examples of companies that donated funds and personnel to help develop classroom materials for statewide distribution. These materials would not have been developed had not the career education coordinators serving on the task force contacted all companies that maintain corporate headquarters in Ohio. Since these early efforts, various strategies have been used to contact all business and industry throughout Ohio.

Developing a plan to continue career education in Ohio and to expand the program was a major undertaking. My first discovery was that Ohio had several different funding formulas in operation. The amount of funding a district received had been determined by the amount of funding that was available when the program was started. Unequal distribution of funds was a major source of morale problems among the career education coordinators. In addition, some programs consisted of one or two high school attendance areas within a district; some career programs constituted an entire school district; and some career education coordinators were in charge of two different career programs in districts that happened to be close geographically. If the career program was going to continue and expand, we had to resolve some of the internal problems that had been inherited from the 1970s, an era of rapid program expansion.

As the Program Support Committee began collecting data on how career development programs were operated, another interesting situation was discovered. The career programs in small school districts included grades K-12, not just K-10 as called for in the Ohio model. The committee learned that because a high school teacher may teach classes in grades 9 through 12, the teacher

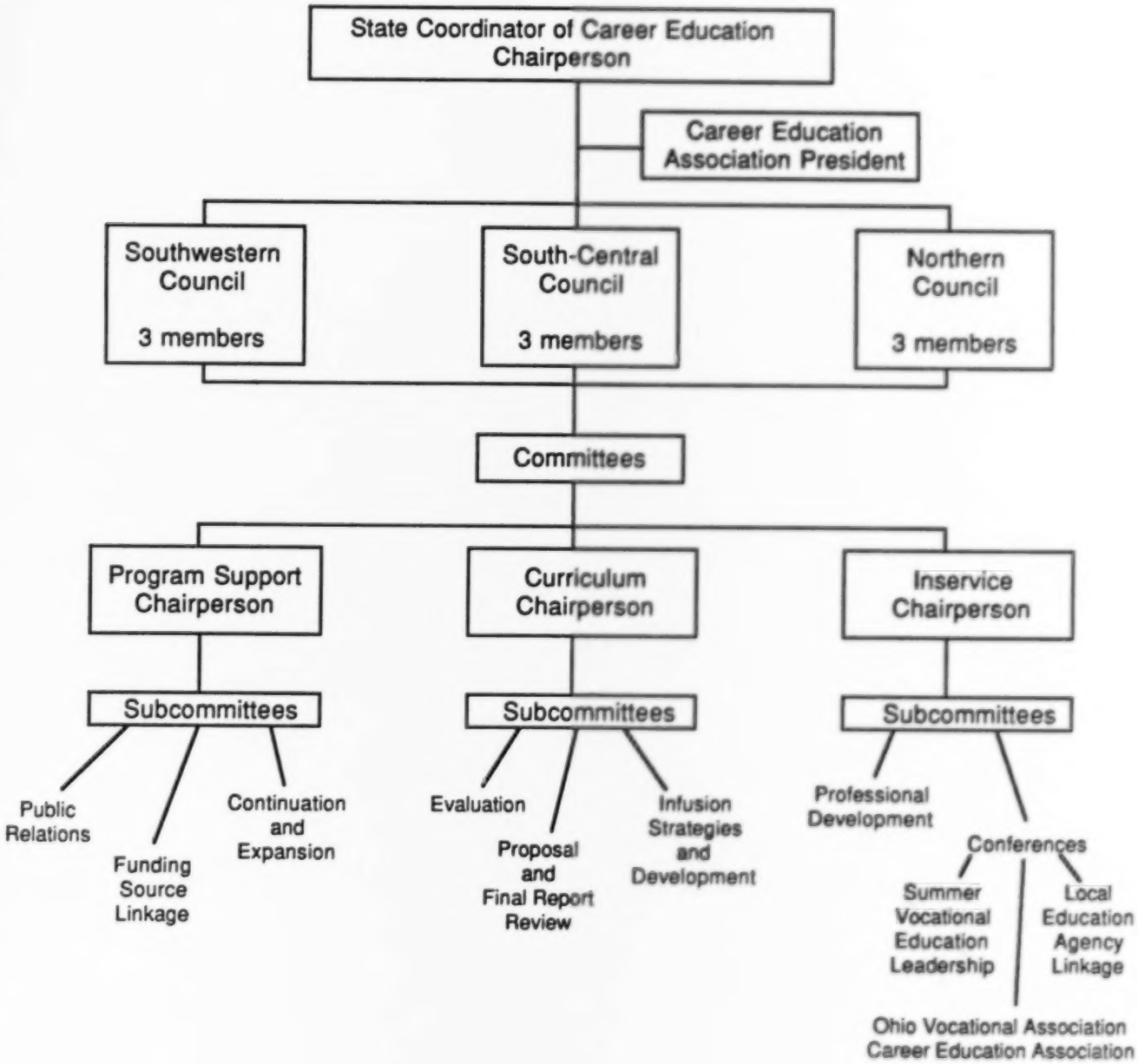

Figure 1. Ohio's Career Development Program Task Force

was infusing career education concepts into the curriculum at all grade levels. This finding led to the decision to expand Ohio's Career Development Program to include grades 11 and 12.

The two major issues facing the task force were the expansion of career education programs to all students in Ohio and a movement toward a broader concept of a student services model (see figure 2). The Program Support Committee realized that the following steps were needed:

- Adopt one funding formula *for* Ohio's Career Development Program.
- Develop an expansion plan that gave districts time to adjust to the new funding formula because program budgets might increase or decrease.
- Include grades 11 and 12 in the program model.
- Ensure that all career development programs would be delivered consistently, that is, all high school attendance areas in a district would receive career programs, not just selected attendance areas.
- Ensure that career education coordinators serve only one career development program and not several programs simultaneously.
- Design an expansion plan to fund new programs on a first-come basis according to funds that are available during a given budget period.

After a year of collecting data from the 30 career education coordinators, the Program Support Committee was prepared to make a presentation to all coordinators to review their findings and unveil a proposed plan of action. It was decided that the coordinators would vote to accept, reject, or modify the plan. The plan that would be presented to the state superintendent for approval would have the total support of all career education coordinators.

The plan included the following major points:

- The Career Development Program would be expanded to include grades 11 and 12, making Ohio's Career Development Program for all students, all teachers, all subject areas, and at all grade levels.
- The funding level would be adjusted so that a career development program received $5 per student for every student in grades K-12. This included all special education and vocational education students in a district.
- Education delivery systems in Ohio include school districts, county offices, regional offices, and vocational education districts. The committee recommended delivering career education through the vocational education districts because (1) the state office of career education was housed in the division of vocational education, (2) vocational education was providing funds for career education, (3) vocational education districts often included several school districts that had already agreed to work together for vocational education programs, and (4) the number of districts (100) was manageable.
- Each career program would have a full-time career education coordinator with $25,000 provided by state funds to offset the salary of the coordinator. This money was in addition to the $5 per student funding formula.

- The expansion of career programs would not begin for 2 years. This 2-year period would allow all districts currently involved in career programs to adjust to the new funding formula that could change their career program budget.

- The expansion would take place from 1983-88 with new programs funded on a first-come basis by submitting a proposal. This plan allowed three bienniums for the career education coordinators to work with their state legislators in support of career education and to coordinate lobbying efforts during biennium budget hearings.

The career education coordinators agreed to the plan as did the state superintendent.

The student services model continued to evolve, but a great deal of time needed to be dedicated to networking with the leaders of the various programs that would fit into the model. In addition, we all needed to learn more about the various program goals and methods of delivering services. These activities are covered in detail under Implementation Step 7.

Step 4. Target the Managers

With all of the changes that the Ohio Career Development Program was undergoing, I quickly realized that new styles of leadership were needed at all levels of the career education enterprise. Leadership for career education involves all types of persons in the schools: teachers, counselors, supervisors, administrators, and all others who have a professional commitment to serving the interests and needs of students. People who can serve as change agents and who have the capability to help teachers, counselors, and others define relevant new goals for public education are desperately needed. These leaders must also possess the technical competence to design new means for achieving goals in a way that brings maximum satisfaction and personal fulfillment to both the teacher and the learner.

Educators know that rapid changes in our society are making it imperative for workers to continue their education and training throughout their active careers in order to remain viable in the labor force. This was especially true for the 30 career education coordinators if they were to be a constructive force, but their options were limited. To return to the university for additional course work was not necessarily beneficial. There was also a lack of conferences or workshops that provided appropriate professional development. The career education coordinators needed programs to assist them in preparing for change, to prepare them for more responsible leadership positions, and to address their personal and professional growth and development.

As is true for all professionals, career education coordinators needed opportunities to renew and refine skills. Both training and training tools were needed to help them maintain a lifelong learning stance. The development and testing of concepts and tools that would facilitate their educational growth came to assume an increasingly high priority. The coordinators themselves realized that there must be a means by which an individual could match professional growth needs with the specific skills and capabilities required to meet program goals and objectives.

The coordinators needed to take responsibility for charting their own lifelong educational course. Under the direction of the Ohio Department of Education's Office of Career Education, a committee consisting of 17 career education coordinators and 3 university consultants was formed. They initiated a project to help career education coordinators link personal ambitions, options, and objectives with their professional or job-related functions. The outcome was "A Self-Directed Professional Growth Model for the Career Educator" (Ohio Department of Education, n.d.), a self-administered inventory to assess personal and professional competencies and goals.

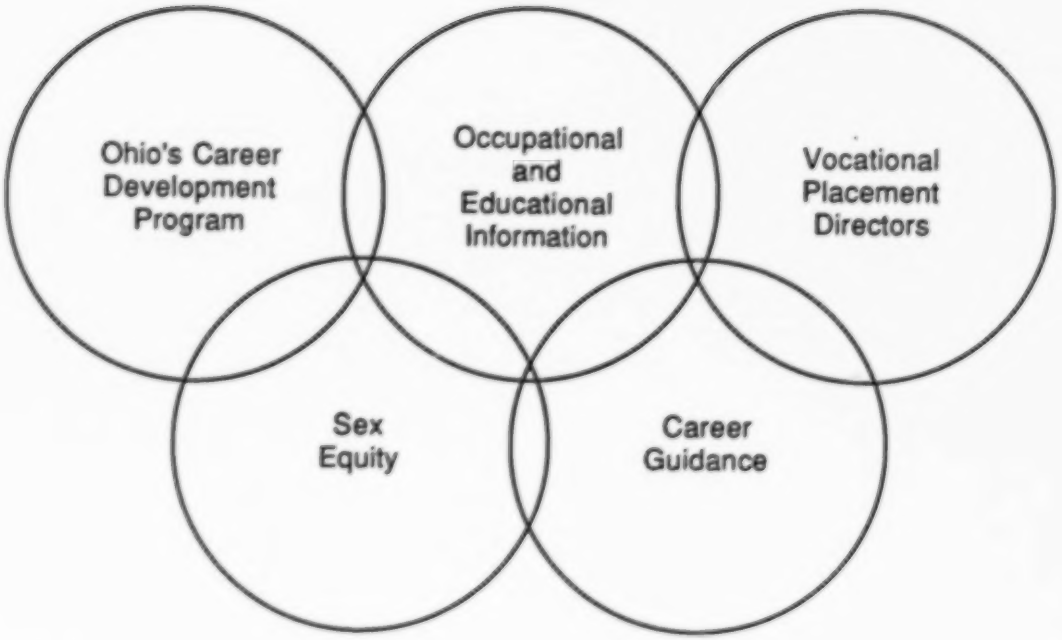

Figure 2. Student services delivery model

Activities of the Inservice Committee

Based on the positive response to this model, a professional development retreat is held by the Office of Career Education for all career education coordinators every 2 years. The task force's Inservice Committee coordinates this activity with the Office of Career Education as part of its responsibilities. In addition, each of the three career education councils provides regional inservice training for the coordinators.

The Inservice Committee is also responsible for providing professional growth activities at three annual conferences: the Annual Summer Vocational Education Leadership Conference sponsored by the Director of the Division of Vocational Education, the Ohio Vocational Association Conference, and the Career Education Association Conference. The Inservice Committee also produced a human resource guide of career education coordinators, professors, and other professionals who can provide expertise on various topics.

Effective career education requires administrative leadership with the courage and ability to bring about the necessary adaptations, adjustments, and changes to make it work. The Inservice Committee's responsibilities for personal and professional growth and development are essential in helping career education coordinators assume a leadership role in assisting fellow educators in solving some of the problems facing them today.

Step 5. Bolster the Basics

It is interesting to note that some of the components of career education have withstood biting criticism, rebuke, and nonsupport for almost a century. The basic components of career education have addressed what many have long recognized to be so vital to the nation's citizens: the need to make learning truly meaningful and significant for them. This is the central thrust of career education. The social and political forces that have produced career education as a reaction to the present educational approach and the recognition by many of what it can do for people will not permit it to disappear (Proehl 1973).

These factors lead one to assume that the further growth of career education is assured, but as Ohio experienced the decline and death of PL 95-207, followed by sharp cuts in the state budget, the task force could not assume that career education would continue. Generating and maintaining the long-range, in-depth, logistical support for career education thus became a major challenge to leaders at both the state level and the local level. The task force realized that success required the simultaneous efforts of its three committees: the Program Support Committee to work with the state legislators, the Inservice Committee to develop leaders, and the Curriculum Committee to justify the need for a K-12 developmental career education program. As individuals and as a group we had to be able to articulate the benefits of Ohio's Career Development Program.

Activities of the Curriculum Committee

The Task Force Curriculum Committee took on the challenge of defining and describing benefits that people receive from being exposed to career education. They began by reviewing the core concepts of a career program, i.e., a developmental sequence starting with career awareness and including career exploration, career planning, and career preparation through career entry and progression. The emphasis was on teaching people about the world of work and emphasizing the traditional values of a work-oriented society and the basic elements in the career development

process. The overall goal was one of helping people develop more positive views of work and prepare themselves to become active participants in society.

The Curriculum Committee compared Ohio's Career Development Program model to the U.S. Office of Education's model and found it to be consistent. Ohio's career education efforts were also consistent with the following 10 basic career education skills that had been identified at the federal level:

1. Basic academic skills of mathematics and of oral/written communications
2. Skills in using and practicing good work habits
3. Skills in developing and employing a personally meaningful set of work values that motivate the individual to want to work
4. Skills in gaining a basic understanding of and an appreciation for the American system of private enterprise—including organized labor as part of that system
5. Skills in self-understanding and understanding of available educational/occupational opportunities
6. Career decision-making skills
7. Job-seeking/finding/getting/holding skills
8. Skills in making productive use of leisure time through unpaid work—including volunteerism and work performed within the home/family structure
9. Skills in overcoming bias and stereotyping as they act to deter full freedom of career choice for all persons
10. Skills in humanizing the workplace for oneself.

The need for equipping ALL persons with these 10 career education skills was obvious to the Curriculum Committee in these times of rapid occupational and societal change. No person knows what kind of occupational society today's elementary school children will face during their adult working lives, but we do know that it will differ from what exists today. Whatever changes take place, ALL persons will need the 10 career education skills if they are to remain productive members of society. We also know that most persons will have to exercise these skills at several points in their lives, from youth through the retirement years. Given the rate and magnitude of change, the need for career education continues into the future.

This perception was essential for the Curriculum Committee to justify the need for career education in Ohio. It also became clear that real change would occur only if the teachers changed, and the only way to ensure that career education was taught was to infuse it into the teaching/learning process.

The committee also compared Ohio's Career Development Program to career programs in other states. All state coordinators of career education were contacted and asked to send program guidelines, their state model, and any material that explained how they promoted or lobbied for their state program.

The Curriculum Committee organized a committee of state department personnel, career education coordinators, and university professors to review all federal and state materials as they related to Ohio's model. As a result, the following changes were initiated:

- Career Development Program proposals were to be submitted for a 3-year period and not every year. This encouraged career education coordinators to become more forward thinking. Each year, coordinators would submit an annual report to the Office of Career Education to document the activities that had taken place during the fiscal year, provide a detailed plan of activities for the next fiscal year, and project a new third year that reflected where they were leading the program.

- Annual reports were to be submitted in June and reviewed by the Office of Career Education and a team of career education coordinators. A letter would be sent in July to the Career Development Program's district superintendent to report any successes of the program during the fiscal year that had just been completed. This became an excellent public relations tool for promoting the program and the leadership of the coordinators.

- Several reporting forms were revised or deleted. It was recognized that many required reports duplicated what was already being done in a school district. In addition, many forms needed to be updated. People who were required to complete the forms and the people who were requesting the information collaborated in designing the forms to meet everyone's needs. A side benefit of this process was that people learned why certain information was requested. This made them more responsive in completing the forms. Ten forms were discontinued and five were redesigned.

- Since the Office of Career Education is housed in the Division of Vocational Education, career development programs were required to participate in the vocational education program review process. The process needed to be redesigned if it was to be beneficial for career education. The redesigned process provided a needed evaluation tool for the career education coordinators. It was also used to provide the necessary documentation to support the lobbying efforts for the continuation and expansion of Ohio's Career Development Program.

- Several promotional pieces about Ohio's Career Development Program were designed by the Curriculum Committee. They were used with many audiences to create an awareness of and to gain support for the program.

- A major curriculum development activity was undertaken. A lack of program results in grades 9 and 10 was attributed to the feeling that teachers were less likely at the high school level to infuse career concepts into the curriculum. Four committees of high school teachers representing the curriculum areas of language arts, math, science, and social studies were formed. Their task was to agree on 10 core career education concepts that could be taught as part of their subject area; to put these core concepts in a teaching sequence; and to write 10 teaching activities for each of the core concepts. This resulted in 400 activities that career education coordinators could give to the teachers in their career program. The results were overwhelmingly positive. Teachers who were not in a career program were calling and offering to purchase sets of the concepts and the activities. This turned out to be both an excellent infusion strategy and marketing effort.

As Ohio moved into the 1980s it was with a new sense of what constituted the "basics" of career education.

Step 6. Make Sure You Have the Power to Head the Program

Any attempt to implement career education eventually requires that individuals cope with problems related to (1) changing people's value orientation, (2) identifying inservice education needs, (3) determining the scope and focus of career education, (4) specifying desired outcomes for career education, and (5) designing a comprehensive personnel development program that is continuous and directed to these concerns (Keller 1973).

An effective leader must be able to deal simultaneously with all of these problems to implement a flexible and successful long-term program. However, these skills are not enough. One characteristic of leaders in managerial or supervisory roles is that they exercise power. Power is generally defined as the capacity to influence the behavior of others. It is important to differentiate between position power and personal power. The fact that an individual occupies an official position in a work organization conveys certain authority or position power. An individual might also have personal power because of his or her personal influence over the behavior of others. Position power tends to be delegated down through the organization, whereas personal power is generated upward from below through follower acceptance. Effective leaders will tend to influence the group through the use of their personal power. They use the power and authority of their official position most judiciously.

Leadership implies change and the leader is the change agent. The implementation of career education made it mandatory that power be invoked, but it had to be respected and used appropriately. It was imperative that the leadership clearly define goals and direction for career education. As the State Coordinator for Career Education, I realized the importance of appropriately exercising power. For me, personal power was extremely important when keeping supervisors informed of progress toward goals, leading the career education coordinators, and managing an office and staff. My most important challenge was to create an environment in which people would be self-motivated and creative. To succeed, I had to hire the right people and constantly seek feedback from them.

Ultimately, career education will only be as effective as the personnel who design, implement, maintain, and improve its administrative and programmatic components are effective.

Step 7. Develop a Variety of Delivery Systems

As stated earlier, my goal was to see a student services model developed for Ohio. This concept would include Ohio's Career Development Program, a Career Information System (CIS), career guidance, sex equity, and vocational placement operating cooperatively and sharing responsibilities for services to youth.

One of the goals of the career education effort was to help persons develop more positive views of work in our society. The means to develop and disseminate basic information concerning occupations did not seem to be readily accessible to teachers, curriculum developers, counselors, or students. The goal of a career information system was to bridge the gap between school and work. Our objective was that uniform and consistent career information be available to educators and students.

Career information includes four interrelated components: occupation, preparation, labor market, and content knowledge. The basic element is occupational information. The goal is to make occupational information relevant by helping students link their career plans and present educational experiences to anticipated educational and occupational opportunities.

The focus of career education at the career awareness level (elementary school) is on developing a broad base of general understanding about the world of work. This includes basic concepts and related vocabulary about work, i.e., products, tasks, and workers. The career orientation (grades 7-8) component of the Ohio Career Development Program focuses on extending the breadth of understanding about work and providing in-depth experiences, especially in those areas considered to be important by the student. The exploration (grades 9-10) component is designed to provide students with opportunities to develop the specific skills and understanding necessary for employment in an entry-level occupation. Career preparation (grades 11-12) results in students choosing high school courses directly related to their career goals.

Implied in this description of career education are requirements for career information that vary for each level of the model. Information for awareness purposes, for example, is intended to help develop broad understanding about work, whereas information for work orientation is required to help students interpret their experiences and relate emerging understanding about themselves to knowledge about occupations. Information at the exploration level is focused on specific occupations, preparation requirements, instructional programs, postsecondary educational programs, and placement opportunities.

Knowledge about work, cast in the appropriate language for each educational level, is essential to career education. This knowledge combined with knowledge of career and human development constitute the foundation for career education. We needed such information if we were to achieve our vision of career education.

Ohio's Career Information System (OCIS) was housed in the Ohio Bureau of Employment Services (OBES). The computerized career information delivery system was run by a few private computer companies in Ohio, and it was very expensive, making it all but impossible for any school district to gain access to the occupational information. As a result, the program was about to go out of business. I explored the possibility of moving OCIS into the Office of Career Education and attempting to revitalize it. I submitted a proposal that documented the value, importance, and use of such a system for youth and adults throughout Ohio and proposed a design for delivering the program. The governor assigned the Ohio Career Information System to the Department of Education's Office of Career Education.

The Department of Education supports 28 computer sites throughout Ohio for the purpose of assisting school districts with computerizing school budgets, grade cards, and scheduling. All 28 sites agreed to include OCIS tapes so that all school districts in the state of Ohio could access occupational and educational information at a reasonable cost. Bringing OCIS into the Office of Career Education was a major step toward achieving the vision of a student services model.

Today, the Ohio Career Information System has the largest combined state and national data base in the nation. It provides instantaneous remote access to a wealth of educational and occupational data. The data are organized in several separate files. Data on 1,044 occupations are included in the National Occupational file. The State Occupational file provides employment projections and salary information for 350 occupations in Ohio. The education files include 1,775 4-year colleges, 1,789 2-year college, 1,523 graduate schools, and 267 proprietary schools. Other files include national and state sources of financial aid, vocational education, health careers, armed services occupations, and adult continuing education.

An Ohio Entrepreneurship file was recently added to OCIS. The Office of Career Education staff worked with the Entrepreneurship Program at the National Center for Research in Vocational Education to develop the file. The 400 career education activities that were developed for high school curriculum areas have also been included.

Training sessions are held once a month for new users. All career education coordinators have been trained in how to access the OCIS information, and they in turn have trained personnel at the local level.

The Office of Career Education has developed linkages with other state agencies to promote career education and to provide additional support for career education coordinators. Working with OBES and the State Occupational Information Coordinating Committee (SOICC), the Office of Career Education became involved in an interagency training program called Improved Career Decision-Making. All career education coordinators and 300 other educators have been trained in techniques for providing students with reliable information about the labor market and future careers. In addition, the Office of Career Education trained all counselor educators in Ohio in the use of labor market information.

Another component of the student services concept was vocational placement. Vocational placement directors are hired by vocational education districts to assist students in finding full-time employment upon leaving vocational programs. Upon being assigned to the Office of Career Education, this group was organized like the Career Development Programs with a task force and regional councils. Our goal was that there be at least one vocational placement director, as well as one career education coordinator, in every vocational education district in Ohio.

The career guidance personnel in the state are working cooperatively with the Office of Career Education, career education coordinators, and vocational placement directors to provide more comprehensive career information to students. The Ohio Vocational Association's Guidance Division has recently adopted the designation Student Services.

To ensure that information and guidance services not reflect sexual biases, the sex equity supervisor for vocational education has been involved in providing training sessions for all personnel involved in career education. Grants have been made available to coordinators to provide local training programs and material development.

Step 8. Support the Program with Organizational Policy

With a coalition approach to community involvement, Ohio is implementing at the state and local level what Ken Hoyt started at the national level. We are working collaboratively with 16 national community organizations to construct initial "blueprints for community action" at the state level. Each of the following national community organizations involved in this effort has affiliates (branches/chapters/units/members) at both the state and local levels:

- American Federation of Labor/Congress of Industrial Organizations (AFL-CIO)
- National Institute for Work and Learning
- National Alliance of Business
- American Association for Community and Junior Colleges
- 4-H
- National Association for Industry-Education Cooperation
- Chamber of Commerce of the United States

- Women's American ORT
- American Legion/American Legion Auxiliary
- Girl Scouts of the U.S.A.
- Junior Achievement, Inc.
- Boy Scouts of America
- Rotary International
- National School Volunteer Program
- National Retired Teachers Association/American Association of Retired Persons
- National Center for Service-Learning

Formal working relationships have also been established and are being maintained with several corporations, each of which has become a collaborator in the implementation of career education in Ohio. These include the following:

- General Motors Corporation
- American Telephone and Telegraph Company
- TRW
- National Cash Register
- Proctor and Gamble
- Dana Corporation

In addition, an official AFL-CIO policy statement was passed in 1977 supporting career education.

Ohio has an official Vocational and Career Education Week each year, and three of the state superintendent's top seven goals for the 1980s related to career education.

I feel that the major milestone in career education in Ohio was the name change of the Division of Vocational Education to the Division of Vocational and Career Education. Although this was not a "policy statement," it was a major step forward for the career education movement in Ohio. Organizational support from the Department of Education was starting to match the tremendous support across Ohio from business, industry, and other organizations.

Various citizen groups in Ohio view career education as an essential element in economic development. One such group is the Citizen's Council for Ohio Schools. Its members recognize the economic development needs of Ohio and the needs of Ohio youth who are about to move into the world of work, and they have advocated a new approach to career and vocational education in Ohio schools. They have formulated several principles that are intended to serve as the foundation for redesigning career and vocational education in the state. One principle is that state policies

and budgets must go beyond providing vocational training programs for a single subset of students by addressing the career development needs of all Ohio youth (Swanson 1982). Swanson asserted that leaders in government, commerce, and education will increasingly be called upon to work collaboratively to strengthen the schools.

The Ohio Advisory Council for Vocational Education published a research study entitled *Vocational Counseling in Ohio Schools* (Davis 1984). Davis presented seven recommendations to the Ohio Department of Education, boards of education, school administrators, and other personnel and organizations interested in the improvement of vocational education. The following three recommendations related directly to the Office of Career Education's efforts:

- Make greater use of computerized guidance information services. Special consideration should be given to using the Ohio Career Information System (OCIS) and the location of terminals for convenient access to guidance counselors. The Office of Career Education has since offered grants to career guidance personnel to purchase the computer equipment necessary to accomplish this recommendation.

- Organize a consortium of Ohio foundations to fund the development of a central clearinghouse for up-to-date information on labor market trends for a selected vocational planning district to serve as a model that could be replicated. (The Office of Career Education staff developed information sheets describing how our office could assist planning districts to analyze their current local labor market and the 5- and 10-year projections for their area, use this information to determine what vocational programs to offer, and assist the career guidance personnel and the vocational placement director to locate future employment opportunities for graduating students who choose to go to work in their labor market area.)

- Strengthen and expand the state-supported career education program to effect closer relationships with vocational education.

- This information was presented in testimony to the House and Senate Committees on education and to individual legislators in an effort to inform them about Ohio's Career Development Program.

It is important that any implementation strategy be supported by organizational policy. As described in this section, this can take many forms, including acting on research studies or changing the name of a division.

Step 9. Evaluate the Program and Promote the Outcomes

Career education, like most other educational activities, can be evaluated by assessing (1) the extent to which a true "career education treatment" is present, (2) the adequacy of methods and processes used in carrying out the "career education treatment," and/or (3) the results obtained as a result of applying the "career education treatment" (Hoyt 1977a). Of these three approaches, the results-oriented approach expressed in terms of student outcomes must ultimately be given top priority. In the USOE policy paper, *An Introduction to Career Education* (Hoyt 1974), the following statement appears in the discussion on evaluation:

> It is important to note that these learner goals are intended to apply to persons leaving the formal education system for the world of work. They are not intended to be applicable whenever the person leaves a particular school. For some persons, then, those goals

become applicable when they leave the secondary school. For others, it will be when they have left post-high school occupational education programs. For still others, these goals need not be applied, in total, until they have left a college or university setting. Thus, the applicability of these learner outcome goals will vary from individual to individual and from one level of education to another. This is consistent with the developmental nature, and the basic assumption of individual differences inherent in the concept of career education. (pp. 16-17)

The following are basic learner outcomes that career education programs seek to produce in individuals when they leave school (at any age or at any level):

- Competency in the basic academic skills required for adaptability in our rapidly changing society
- Good work habits
- A personally meaningful set of work values that foster in them a desire to work
- Skills in career decision making, job hunting, and job getting
- A degree of self-understanding and understanding of educational-vocational opportunities sufficient for making sound career decisions
- Awareness of the means available to them for continuing and recurring education
- Seeking placement in a paid occupation, in further education, or in a vocation consistent with their current career decision
- Seeking to find meaning and meaningfulness through work in productive use of leisure time
- Awareness of the means available to themselves for changing career options and of societal and personal constraints impinging on career alternatives

Sizable problems remain in obtaining valid and reliable assessment tools to use in measuring the extent to which each of these nine learner outcomes have been attained. Therefore, the Office of Career Education hired a consultant to develop an evaluation process for Ohio's Career Development Program. If the Ohio Career Development Program is to continue to expand, we must be able to demonstrate that the state money being spent for career education is money well spent. This 3-year evaluation should provide the necessary data by 1990, just in time for the next decade, the third decade for career education.

Under the new leadership (1981-1986), Ohio's Career Development Program has expanded from serving 289,424 students in grades K-10 (14 percent of Ohio's public school population) to serving 1,338,335 students in grades K-12 (76 percent of the public school population). The budget is now over 7 million dollars, funded entirely by the state of Ohio. There are now 60 career education coordinators.

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